

***Review of Gender Issues in the USAID/Kenya
Integrated Strategic Plan (ISP) 2001-2005:***

***Democracy and Governance, Economic Growth,
Population and Health, and Natural Resources Management***

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Executive Summary

Background

The USAID/Kenya Integrated Strategic Plan (ISP) has identified four areas of focus for the 2000 to 2005 period. These include a diverse portfolio of activities in support of democracy and governance, economic growth, health and population, and natural resources management.

The statistics pertaining to women's contribution to Kenyan society illustrate the necessity of ensuring that the gender dimensions of USAID/Kenya's development assistance are both identified, and addressed, within its program of activities. Women are key agricultural producers in Kenya, as well as throughout the East Africa region, contributing to 75-80 percent of all labor in food production and 50 percent in cash crop production -- while receiving only seven percent of agricultural extension information.¹ In addition to labor contributions, women are increasingly becoming farm managers and heads of farm households, with estimates that over 40 percent of all small holder farms are managed by women in Kenya.² Additionally, 47 percent of micro- and small-enterprises (MSE) are women-owned, with recent data suggesting that this number will continue to rise.³

In addition to their economic contributions, women assume the majority of responsibilities associated with raising their children, as well as caring for members of their family, and others in the community, who have fallen ill from HIV/AIDS, Malaria, and other illnesses. It is estimated that 14 percent of the adult population are HIV positive, and there are 350,000 AIDS orphans in Kenya -- resulting in many widows with increased workloads, stretching their financial and physical reserves to their absolute limits.⁴

The quality of life of the average Kenyan has deteriorated over the past decade. Per capita income has declined, and income distribution has worsened. The gains achieved in past decades in social indicators, such as school enrollment, infant mortality, and life expectancy have not been sustained. This decline in living conditions has resulted largely from economic stagnation caused by numerous factors, some of which include corruption, inefficiency of the public sector, low domestic and foreign direct investment, a build up of short-term government debt, and finally, the IMF's decision to suspend its Enhanced Structural Adjustment Facility. Adding to these problems, the persistence of drought in Kenya, and resulting loss of hydroelectric power, has meant rationing of both water and electricity, sometimes for the equivalent of five days each week. This has exacerbated urban unemployment problems, flared social conflict, as well as increased the amount of time that rural women and girls spend obtaining water for their families.

Within this backdrop, however, there have been some very significant signs of progress which USAID/Kenya and other donors hope to build upon and strengthen to improve the well-being of both women and men in Kenya. Kenya now has a free press, and public discourse is far more open than it was just a few years ago. Civil society is quite vocal in demanding change, and this has allowed civic society organizations, such as FIDA (The Federation for Women Lawyers), and the Collaborative Center for Gender and Development, to become increasingly effective in their efforts to promote women's advancement. At present, there are 25,000 registered women's organizations in Kenya, which will continue to play a role in improving the status of women. Further, an increasing number of women are aware of their legal rights, and are advocating for the enforcement of civil over customary laws. In the health and human rights arena, the Government of Kenya's (GOK) Ministry of Health has recently drafted a National

¹(J. Curry, M. Kooijman, H. Recke.) *Institutionalising Gender in Agricultural Research: Experiences from Kenya*. Kenya Agricultural Research Institute, 1999. Publication Section KARI Headquarters. P.O. Box 57811, Nairobi, Kenya. ISBN: 9966-879-23-4.

²(IBID).

³USAID/Kenya Integrated Strategic Plan (ISP) 2000-2005.

⁴There were 2.2 million deaths as a result of AIDS in sub-Saharan Africa in 1998, and by the end of the year 2000, 10.4 million children under the age of 15 will have lost their mothers or both parents to AIDS. The number of orphans is projected to double or triple by 2010. In Kenya, of the 350,000 AIDS orphans, 35,000 live in the Homa Bay region. It is estimated that 50-70 percent of adults in the Homa Bay region are HIV positive. (Newsweek, January 9, 2000)

Action Plan for the Eradication of Female Genital Mutilation in Kenya - - showing a willingness to address even culturally sensitive issues which require especially thoughtful approaches to be sustained.⁵ The drafting of other important legislation for consideration, such as the Kenya National Gender and Development Policy; the Equality Act Bill; the Family Protection Act; and the Gender Commission Bill, are all positive steps toward increasing women's participation in the political decision-making process.⁶

With respect to political representation, 2.7 percent of elected representatives on country, urban, and municipal councils are women, and they make up only 17.6 percent of the judicial service establishment.⁷ However, the first female Cabinet Minister was appointed in 1996, and will hopefully serve as a role model for other women to follow her lead. Most recently, an Affirmative Action Bill was drafted and is to be debated in Parliament in November. If the Bill is passed, it will ensure that at least one third of Members of Parliament (MPs) will be women. The Bill also proposes that a 12-member committee be nominated in Parliament to represent other under-represented groups. According to Mr. Noah Katama Ngala, Minister for Home Affairs, Heritage and Sports, "The Bill aims to bring under-represented groups to a higher degree of participation in social, cultural, economic and political leadership ... the Government of Kenya is ready to support gender issues." Further, in a speech made at a one-week Affirmative Action Implementation Workshop, attended by participants from Kenya, Uganda and Tanzania, Mr. Ngala announced that the Bill has received widespread support, and stated that "the time is right for gender issues to receive attention."⁸

Scope of Work and Methods

Given the important role of women in Kenya, and the multiple obstacles they face in their daily lives, USAID/Kenya requested assistance in incorporating gender considerations into their portfolio of activities, the framework which is provided in their Integrated Strategic Plan (ISP). The components of this assignment, therefore, included the following:

- 1. Collection of background information pertaining to gender issues in Kenya;*
- 2. Drafting of suggested approaches toward incorporating gender into the USAID/Kenya strategic objectives of democracy and governance, economic growth, population and health, and natural resources management;*
- 3. Provision of page by page recommendations in the drafting of the ISP (a 150+ page document) to ensure that gender issues are identified and articulated;*
- 4. Analysis of program objectives and corresponding monitoring indicators to reflect gender-specific goals and impact; and,*
- 5. Exploration of possible "next steps" for the Mission toward further supporting the well-being of women in Kenya.*

The analytical approach used to review the USAID/Kenya ISP included a combination of gender analysis tools, such as contextual analysis (developed by Dr. Rosalie Norem), the use of sector-specific gender check-lists (developed by Marcia Greenberg of WIDTECH and other G/WID staff, the World Bank Gender Unit, Dr Helen Henderson at the University of Arizona, and the FAO), as well as another methodology

⁵*It is estimated that 38 percent of Kenyan women age 15-19 have been circumcised. The proportion of women circumcised increases steeply with age, from 26 percent of 15-19 year olds to nearly half of women age 35 and above. This age pattern suggests a decline in the practice of circumcision over the past two decades. National Plan of Action for the Elimination of Female Genital Mutilation in Kenya. 1999-2019. June 1999 (Funding and technical support was provided by the World Health Organization, among others.)*

⁶*Gender and Poverty Reduction in Kenya. Proposals for Poverty Reduction Strategy Paper and Medium Term Expenditure Framework Process. Prepared through a joint effort among 25 Kenyan women's organizations, and coordinated by The Collaborative Center for Gender and Development. March 2000.*

⁷*A. Fleuret, H. Baldwin, "Gender Analysis: USAID/Kenya SO 1.0: Increased Effective Demand for Sustainable Political, Constitutional and Legal Reform." February 1997.*

⁸*Ms. Beth Mugo, a Member of Parliament, raised the issue last April. She has been vocal in advocating for Kenya to follow the example of Uganda, where women MPs constitute 18 percent of Parliament. Other MPs have raised the issues that the Ministry of Home Affairs, which focuses a great deal on women's issues, has been discriminated against in budgetary allocations. Daily Nation Article, "House to Debate Bill on Affirmative Action." September 5, 2000.*

which focuses specifically on the identification of gender-specific constraints and opportunities. All three methods were utilized, as they each provide a unique way of identifying gender considerations from different angles and perspectives. Meetings were held with each strategic objective team while in Nairobi, as well as one-on-one follow-up sessions with individual USAID/Kenya staff, as requested.

While gender-specific roles, responsibilities, constraints and opportunities differ greatly from region to region within Kenya, and vary according to ethnic and tribal affinity, educational attainment, rural or urban location, and income grouping (among other variables), there are, nevertheless, cross-cutting issues affecting many women which merit significant attention, and more importantly, targeted action. To identify some of these issues, a literature review was conducted at the University of Arizona prior to arriving in-country, from which a rich and diverse selection of resources were reviewed. They include sector-specific publications focusing on gender considerations within Kenya, as well as throughout Sub-Saharan Africa. These materials are listed in the reference section of this report, and both hard copies and electronic versions of the reports were left with each USAID/Kenya strategic objective team for future use.

Recommendations

As a result of this review, and consultations with USAID/Kenya staff, well over 200 specific recommendations were provided with respect to integrating gender into the new USAID/Kenya strategic plan. These include suggestions on wording changes in the strategic plan document; the identification of key areas of opportunity, as well as obstacles, affecting women and girls in Kenya; the identification of future gender-specific research and training needs; and revisions in indicator selection to reflect gender considerations and impact, among others. Several examples of these recommendations and findings are provided below, but serve only as brief sampling of the comprehensive technical support provided to USAID/Kenya during the assignment.

- With respect to Democracy and Governance, under the new ISP increasing attention will be placed on the provision of support to select institutions of governance to prepare them to act as alternative poles of power and effectively serve as a check and balance to the executive branch. Thus far, only one government institution has been identified to receive USAID support – that being Parliament. It is essential that when the specific activities to support Parliament are being developed, the gender dimensions, and potential impact of the interventions for both females and males, are identified and assessed. Further, as additional government-sector institutions are identified to receive USAID assistance in the coming years, which institutions are selected may be very important in terms of their gender impact. It is clear that USAID/Kenya's support to civil society organizations (CSOs) under the D&G SO will remain strong under the new ISP, and the Mission's continued emphasis on supporting CSOs that are gender-aware, will be essential.
- Under the expanded Health and Population strategic framework, there will be a significantly higher level of funding for HIV/AIDS-related prevention education and related support activities in the coming years. As these interventions have yet to be identified, ensuring that appropriate gender analyses and corresponding interventions are developed for this relatively new area of focus, will be fundamental to the strategy's success. The importance of including some interventions which specifically target men and boys to promote their critical role in positive behavior change, was emphasized during consultations with USAID/Kenya staff. Recent studies by the Joint United Nations Programme on HIV/AIDS (UNAIDS), and other development institution programs, have suggested that including men as part of the solution, instead of seeing them primarily as the problem, has enormous potential to change the course of the HIV epidemic.⁹
- One of the USAID/Kenya Strategic Objectives (SO2) focuses on increasing rural household incomes to support the alleviation of Kenya's deepening poverty. Since the majority of Kenya's poor are rural and involved in agriculture, simultaneously increasing the productivity of on- and off-farm activities is

⁹ Men and AIDS: A Gendered Approach. 2000 World AIDS Campaign. The Joint United Nations Programme on HIV/AIDS (UNAIDS). Supported by the Bureau for Global Programs, Field Support & Research, Center for Population, Health and Nutrition. USAID/W. 2000-03.

considered to be key to increasing incomes. The Mission will continue to support agricultural productivity, focusing on smallholders, and also promote micro- and small enterprise development. A variety of interventions to achieve increased rural household incomes are outlined in the new ISP, which include, for instance, the provision of support services to smallholder business cooperatives, associations, and organizations; activities aimed at strengthening policy research, dissemination of information, and improved dialogue in an effort to encourage the GOK to use research and information resources in its decision-making process; and improving access to financial services, access to markets, and the adoption of improved agricultural technologies -- all which are essential to allow rural small-holders to make rational, profitable, and sustainable choices about the investments in on- and off-farm activities. It is critical that each of these stated levels of intervention be re-assessed in relation to the applicable gender differentials, as in each of these areas, knowledge concerning the relevant gender variables will allow the Mission to more effectively provide tailored support services to its customers.

While a commitment toward addressing the gender dimensions pertaining to SMEs and smallholders exists by USAID/Kenya staff, the Economic Growth SO team recognized the importance of substantially revising the ISP to better reflect their intentions at the strategic planning level. The SO team proposed working more closely with their grantees to ensure that the activities being implemented are gender inclusive; confirmed the value of consulting more closely with institutions which are highly knowledgeable about the gender aspects of agricultural production and extension services, such as the Kenya Agricultural Research Institute (KARI); and identified several technical areas of assistance needed in relation to the collection of data and reporting on gender, as well as the identification of future research studies which would be of direct value in guiding their portfolio of interventions.¹⁰

- *Primary recommendations with respect to the Mission's natural resources management (NRM) strategic objectives (as outlined within the new ISP), include more fully disaggregating (by sex) the intermediate results (IRs) and performance indicators to reflect that women are key stakeholders at all levels – as individuals, as representatives and members of groups, and in policy decision-making processes, etc.; and defining, more specifically, the gender dimensions pertaining to NRM and then developing a set of corresponding plans to incorporate these findings into the Mission's portfolio of activities (i.e., who does what work, who has access to what kinds of resources, issues pertaining to time availability and other roles and responsibilities and differences in potential impacts on women and men as a result of USAID-supported activities, among other considerations). Discussions with Mission staff indicated two primary obstacles which may constrain the full participation of women in the NRM strategy: 1) the existence of cultural modes of behavior which discourage rural women from asserting themselves in public when major resource use and income generation decisions are being made, and 2) women's literacy levels in the specific areas being targeted for USAID/Kenya assistance, are especially low. Given that these realities have already been identified early-on, developing a set of interventions which will allow USAID-grantees to work effectively within this context, will be a necessary step toward achieving positive, sustainable outcomes.*
- *With respect to revisions within the ISP, it was suggested that words and descriptions of actions to be taken pertaining to the achievement of a strategic objective be stated in a way which demonstrates that the activity will be cognizant of the gender variable. Almost all activities/interventions include important gender dimensions, that if not raised at the ISP level (at least in general terms), may be overlooked during the implementation and evaluation process. (For instance, under the D&G SO, action/process words frequently utilized include: strengthening the electoral process, analysis of political and economic issues, addressing voting impediments, provision of political training, improving the voter registration process, promoting rule of law, training in conflict resolution, improving representation, reform of nationwide broadcast licensing, policy reforms, organizing budget*

¹⁰Some of the research studies identified by the Economic Growth SO team included the topics of gender and the non-traditional export sector, agricultural policies and their impacts on women, and women's participation in the e-commerce sector in Kenya.

or sector hearings, establishing public/private linkages, capacity building of political parties, strengthening the media's reporting abilities, collection of opinion poll data, promoting political leadership, improving electoral administration, capacity building of political parties, better informing the public and political actors, and the development of political party platforms.)

- *It was also recommended that all people-level words pertaining to each strategic objective be disaggregated by sex. (For instance, under the Democracy and Governance SO, people-level words frequently utilized include: citizens, political actors, members, people government representatives, public opinion, political candidates, political leadership, voters, broadcast license holders, conflict resolution trainers, members of parliament (MP), and parliamentary commission staff.)*
- *Finally, it was suggested that institution-level words be followed by an explanation that male and female participants/participation will be either analyzed, emphasized, or included - - depending on what makes sense within the context of the text. (For instance, under the D&G SO, words frequently utilized include: organizations, political parties, parliamentary committees, civil society organizations, citizen review boards, electoral administration, electoral commission, parliamentary commission, task forces, parliamentary exchange programs, and advocacy groups.)*

Next Steps

The final section of the report provides suggested "next steps" based solely on preliminary discussions with members of each strategic objective team. Emphasis was placed on encouraging the teams to begin to develop their own approaches, given that they know best the realities and parameters of their strategic objective framework, as well as their resource and time constraints. It was suggested that each SO team draft a short (2-3 page) action plan to support women in Kenya - - with the primary focus being to make the leap from theory and analysis, to bullet-point lists of practical gender-specific interventions. It was strongly recommended that these plans be designed and created by members of the SO teams, themselves, rather than bringing in an outside consultant. This process will serve as both a means to strengthen their knowledge of gender issues in Kenya, as well as the drafting of simple plans which can be realistically applied.

It should be noted that every effort was made to share with Mission staff the findings and recommendations formed by previous consultants working for USAID/Kenya. Some of the most substantive contributions were a series of exceptionally well-written, and detailed gender analyses reports pertaining to the democracy and governance, agribusiness, and health/population sectors in Kenya conducted by Dr. Anne Fleuret while serving with the USAID WID Office in 1997. The majority of her findings are still valid within the current political, social, and economic context in Kenya, and concerted efforts should be made by each SO team to translate these findings into practical, activity-level interventions. All of the Strategic Objective teams stated that the provision of sector-specific gender-training, specifically customized to meet the needs of USAID's grantees/partners in their efforts to develop gender-aware interventions, would be a helpful tool toward achieving their strategic objectives.

Suggested Approaches toward Incorporating Gender in the USAID/Kenya Strategic Objectives:

*Democracy and Governance, Economic Growth,
Population & Health, and Natural Resources Management*

Democracy and Governance (DG)

The USAID/Kenya Strategic Objective (SO1) is "Sustainable reforms and accountable governance strengthened to improve the balance of power among the institutions of governance." The Country Strategic Plan for 1996-2000 recognized the need for direct assistance for democratic governance. It also assessed that reform would not come from within the government of Kenya (GOK), but must be demanded by civil society. A program was, therefore, launched to give voice to civil society organizations (CSOs) that were demanding political, legal, and constitutional reform. Five years later, that strategy has shown some positive results. Kenya has a relatively free press, civil discourse is far more open, and economic reforms are beginning to gain some influence.¹¹

Power, however, is still disproportionately concentrated in the executive branch of government, and unless it is dispersed to other branches of the national government (Parliament, the judiciary), to local government, and outside government altogether (to the private sector, the press, and civil society), abuse of power and poor governance will inevitably continue. Therefore, to promote the diffusion of power and authority, USAID/Kenya will continue to foster effective demand for reform through civil society. But in addition, the Mission now proposes to broaden its DG strategy to directly assist select institutions of governance to prepare them to be alternative poles of power, and to check and balance the executive branch in the post-Moi era, beginning in 2003.

Within this framework, therefore, there are two areas of assistance which USAID/Kenya is providing in support of democracy and governance objectives. The first being assistance to strengthen the capacity of *civil society organizations*, and the second being support to *select institutions of governance*. In discussions with the Mission's Democracy and Governance team, the primary focus of their efforts with regard to gender considerations has been at the institutional level, i.e., support to civil society organizations which, in turn, advocate for women's advancement on a variety of levels. It is clear that emphasis on CSOs which promote women's well-being will be continued under the new ISP.

With respect to democratic reform, there have been some very significant signs of progress which USAID/Kenya and other donors hope to build upon and strengthen to improve the well-being of both women and men in Kenya. Kenya now has a free press, and public discourse is far more open than it was just a few years ago. Civil society is quite vocal in demanding change, and this has allowed civic society organizations, such as FIDA (The Federation for Women Lawyers), to become increasingly effective in their efforts to promote women's advancement. At present, there are 24,000 registered women's organizations in Kenya, which will continue to play a role in improving the status of women.¹² Further, an increasing number of women are aware of their legal rights, and are advocating for the enforcement of civil over customary laws.

¹¹USAID/Kenya Integrated Strategic Plan (ISP).

¹²The most community-level kind of women's association in Kenya is the women's group, also known as *mweithya* or *kikundi*. Such groups were originally created primarily as a mechanism for the recruitment of cooperative labor. More recently, they have transformed into more permanent associations, formally registered with the Ministry of Culture and Social Services -- often with income-generating or fund-raising objectives. USAID/Kenya Agribusiness Strategy: Gender Analysis and Recommendations for Action. A. Fleuret, L. Kimenye, A. Spring, January 1997.

With respect to political representation, only 2.7 percent of elected representatives on country, urban, and municipal councils are women, and they make up only 17.6 percent of the judicial service establishment.¹³ However, the first female Cabinet Minister was appointed in 1996, and will hopefully serve as a role model for other women to follow her lead. Most recently, an Affirmative Action Bill was drafted and it will be debated in Parliament in November. If the Bill is passed, it will ensure that at least one third of Members of Parliament (MPs) will be women. The Bill also proposes that a 12-member committee be nominated in Parliament to represent other under-represented groups. According to Mr. Noah Katama Ngala, Minister for Home Affairs, Heritage and Sports, "the Bill aims to bring under-represented groups to a higher degree of participation in social, cultural, economic and political leadership... the government is ready to support gender issues." Further, in a speech made at a one-week Affirmative Action Implementation Workshop, attended by participants from Kenya, Uganda and Tanzania, Mr. Ngala stated that the Bill "has received widespread support," indicating that the time is right for gender issues to receive attention. Ms. Beth Mugo, a Member of Parliament, moved the motion last April. She said that Kenya should follow the example of Uganda, where women MPs constitute 18 percent of Parliament. She stated, "Affirmative Action recognizes that women have a valid and worthy contribution to make in policy and legislation." (It is interesting to note that MP Charity Ngilu raised the issues that "the Ministry of Home Affairs, which caters to gender issues, has been discriminated against in budgetary allocations."¹⁴

Many of the SO indicators in the ISP are disaggregated by sex, and the SO team is in the process of reviewing their IRs and corresponding indicators to ensure that, wherever it makes sense, gender wording is incorporated. The SO team expressed that two of the CSO receiving USAID/Kenya support have been particularly successful in their efforts to advocate for change on behalf of women in Kenya: The Federation of Kenyan Lawyers (FIDA), and the Collaborative Center for Gender and Development. Both organizations have served as good points of contact for information exchange with the D&G team with respect to current legislation affecting women, women's legal rights and legal literacy efforts, policy reforms affecting women, and working to increase women's representation in parliament.

With respect to the second primary area of emphasis under the SO, which is to "provide support to select institutions of governance to prepare them to be alternative poles of power and to check and balance the executive branch," identification of the gender dimensions, and corresponding actions, are less visible. At this stage, only one government institution has been identified to receive USAID support -- that being Parliament. *As the specific activities to support Parliament have not yet been identified, the SO team is not yet in a position to identify how they might support gender-specific activities under this aspect of the SO. However, when possible interventions are being identified, a gender analysis should be carried out to ensure that women's participation or benefits are captured in the process.*

The D&G SO team has an understanding of, and commitment to, promoting women's advancement in Kenya. They envision that their support in this area will primarily focus on assistance to CSOs. Therefore, technical assistance from G/WID toward further strengthening this effort would be appreciated by the SO team. *Additional information on affirmative action legislation, especially intra-Africa country-comparison studies, was mentioned as a resource that would be of value to the team.*

¹³A. Fleuret, H. Baldwin, "Gender Analysis: USAID/Kenya SO 1.0: Increased Effective Demand for Sustainable Political, Constitutional and Legal Reform." February 1997

¹⁴Daily Nation Article, "House to Debate Bill on Affirmative Action." September 5, 2000.

With respect to the development of a Gender Action Plan, the team would be interested in this activity *only to the extent that it was a very practical/activity-focused document*. It would serve to identify specific activities in support of increasing the effectiveness of CSOs in their role as advocates for gender issues. The D&G Chief Advisor suggested the possibility of working more closely with the WID D&G Gender Advisor, to assess if there are any further avenues of incorporating gender throughout their portfolio of activities that they have not yet identified. *In addition, members of the D&G team suggested exploring the possibility of providing gender training the Mission's grantees who manage the support services provided to the CSOs to increase the gender dimensions of their activities.*

Economic Growth (EG)

The USAID/Kenya Strategic Objective (SO2) is "Increased rural household incomes." The strategy will emphasize increasing rural incomes to alleviate Kenya's deepening poverty. Since the majority of Kenya's poor are rural and involved in agriculture, simultaneously increasing the productivity of on- and off-farm activities is considered to be key to increasing incomes. The Mission will continue to support agricultural productivity, focusing on *smallholders*, and also promote *micro- and small enterprise development*.

A variety of interventions to achieve increased rural household incomes are outlined in the ISP, which include, for instance, the provision of support services to smallholder business cooperatives, association, and organizations; activities aimed at strengthening policy research, dissemination of information, and improved dialogue in an effort to encourage the GOK to use research and information resources in its decision-making process; and improving access to financial services, access to markets, and the adoption of improved agricultural technologies -- all which are essential to allow rural small-holders to make rational, profitable, and sustainable choices about the investments in on- and of-farm activities.

In discussions with members of the SO2 Economic Growth team, USAID/Kenya recognizes that women play a critical role in achieving the Mission's proposed strategic objective. In fact, they articulated that the statistics surrounding these activities basically speak for themselves. For instance, women are key agricultural producers in Kenya, as well as throughout the East Africa region, contributing up to 75-80 percent of all labor in food production and 50 percent in cash crop production -- while receiving only seven percent of agricultural extension information.¹⁵ In addition to labor contributions, women are increasingly becoming farm managers and heads of farm households, with estimates that over 40 percent of all small holder farms are managed by women in Kenya.¹⁶ Further, 1997 estimates suggest that over 40 percent of all small enterprises in Kenya were female owned -- and this percentage has continued to increase to approximately 47 percent to date.¹⁷

Discussions with the Economic Growth SO team indicated a commitment toward addressing the gender dimensions pertaining to SMEs and smallholders. There was agreement that while they

¹⁵(J. Curry, M. Kooijman, H. Recke.) *Institutionalising Gender in Agricultural Research: Experiences from Kenya*. Kenya Agricultural Research Institute, 1999. Publication Section KARI Headquarters. P.O. Box 57811, Nairobi, Kenya. ISBN: 9966-879-23-4.

¹⁶(L.N. Kimenyi) *Assessment of Technology Dissemination and Utilisation by Women and Men Farmers: A Case Study of Embu and Mbeere Districts*. KARI Proceedings, 1999.

¹⁷According to the MSE advisor, the number of women-owned MSE has increased from 40 - 47 percent in the last five years. While they have been largely sustainable, they have not typically expanded into larger businesses - - while many male-owned enterprises have made that leap. He believes this to be the case because females use much of their earnings to support their children's social and educational needs, while males re-invest earnings into their businesses.

are quite knowledgeable about gender issues, the ISP did not capture this. In fact, they were pleased that USAID/Washington caught this oversight, and are in the process of revising the ISP to better reflect their intentions at the strategic planning level. With respect to the development of a Gender Action Plan, the EG SO team indicated that previous plans have not been very effective. *Rather, the SO team would like to make a strong effort to work more closely with their grantees to ensure that the activities being implemented are gender appropriate.* Technical assistance from G/WID to guide the in this process would be welcomed by the SO team. The value of consulting more closely with institutions which are highly knowledgeable about the gender aspects of agricultural production and extension services, such as the Kenya Agricultural Research Institute (KARI), was also raised by team members as a step to further their gender-sensitivity. Another technical area of assistance needed is in relation to the collection of data and reporting on gender. Finally, studies which would be of direct value to the team include the topics of: gender and the non-traditional export sector; agricultural policies and their impacts on women; and women's participation in the e-commerce sector in Kenya.

Population and Health

The USAID/Kenya Strategic Objective (SO3) is: "Reduced fertility and the risk of HIV/AIDS transmission through sustainable, integrated family planning and health services." USAID has supported activities in the population, health and nutrition sector in Kenya for more than 25 years. Under the 1996-2000 Country Strategic Plan, USAID/Kenya and its partners made significant progress in the areas of fertility, HIV/AIDS, and the reform of the health sector. These gains were particularly commendable, given that SO3 funding levels were reduced from an average of \$20 million annually between 1993 and 1995, to levels of one-third less, despite the increasing need for investments in both family planning and HIV/AIDS programs.

Accomplishments pertaining to family planning include that between 1983 and 1998, the modern contraceptive prevalence rate (CPR) among married women more than tripled, from ten to 32 percent -- one of the most rapid, sustained increases in the world. Due principally to this increase in use of contraception, the total fertility rate (TF) has fallen dramatically over the past 20 years, from an estimated 8.1 to 4.7 children per woman between 1976 and 1998. With respect to HIV/AIDS, while the epidemic continues to expand, there are signs that attitudes toward sexual and reproductive issues and behavior are changing. Nearly all women and men of reproductive age have heard of AIDS, and roughly 85 percent know at least one of the four important ways of avoiding infection.¹⁸ There is also now sufficient high-level GOK support to encourage preventive measures.¹⁹ Finally, accomplishment with respect to health care financing include marked increases in revenues generated through cost-sharing activities, growing from under \$1 million per year in 1990 to over \$10 million in 1999. This has been accompanied with positive steps toward national health care reform, devolving increasing authority and accountability in public health to the district level.

In spite of these achievements, AIDS has become a tragedy of devastating proportions in Kenya. HIV prevalence among adults (male and female) aged 15 to 49 has risen from 4.8 percent in 1990 to close to 14 percent in 1998. *In addition, a quarter of married women in Kenya wish to stop*

¹⁸Among men in Kenya, nearly 50 percent know that condoms can be used to avoid AIDS, up from 36 percent in 1993. Ninety percent of men report that they have changed their behavior in some manner to avoid AIDS, with 50 percent limiting sex to one partner, 20 percent using a condom, and 15 percent abstaining from sex. Among women, 77 percent report that they have changed their behavior, with 47 percent limiting sex to one partner, three percent using a condom and 19 abstaining from sex. USAID/Kenya Integrated Strategy Plan (ISP) 2001-2005.

¹⁹Another recent sign of progress pertaining to women's health is the Kenya Government's National Plan for the Eradication of Female Genital Mutilation.

childbearing or delay their next pregnancy, but are not using family planning. Further, under-five mortality rates have worsened in the 1990s; immunization rates have dropped from 79 percent in 1993 to 65 percent in 1998; and infectious diseases, such as Malaria, have again emerged.²⁰

The ISP for 2000-2005 will place *increasing emphasis and resources on HIV/AIDS prevention*; an increase in *social marketing* activities; a more focused approach to strengthening the *policy environment* (and capacity building in policy formulation); and give *greater attention to especially vulnerable populations, most notably adolescents.*

Upon review of the ISP, and discussions with the SO3 Population and Health Team, the primary gender dimensions pertaining to issues surrounding population and health in Kenya are well understood. The SO3 team addresses the issues from many levels -- information education and communication, issues of access, cultural biases and norms, differences in decision-making authority, time-constraints, traditional roles and responsibilities, the gender dimensions and impact of the policy environment, the enabling environment for effective advocacy on health reform, the important role of men and boys in promoting positive behavior change, and the importance of the GOK's commitment to women's advancement, among others.

With respect to next steps, the SO team identified topics that need further study. For instance, the ISP describes a shift toward community-financed and community-managed health services -- and the increase in *user fee programs* in both the public and private sector. The question raised was what impact this may have on *women's ability to pay* for services versus that of men? As study has already been planned which will assess the impact of this user fee program (a charge for FP services and contraception) on different populations in Kenya, and it was *identified as a opportune time to work with the Ministry of Health (and other possible collaborators, such as the World Bank and the DFIH), to ensure that the study also takes into account differences in impact between men and women.* With respect to inpatient hospital services (those which are curative vs preventative in nature), it has been found that as women cannot generally afford the fees, they choose to deliver their children at home. Outpatient services are still, for the most part, provided free of charge.

As the strategic objective and corresponding indicators are very gender-specific, the SO team does not believe there to be a need to develop a gender action plan at this time. *Rather, members of the SO team suggested that once every two years they receive some G/WID assistance in reviewing their activities for their gender inclusiveness.* Strengthening linkages between the activities of the health and population section, and that of the other SOs with respect to gender, was also identified as important. *However, given that there will be a significantly higher level of funding for HIV/AIDS-related activities in the coming years, and these interventions have yet to be identified, ensuring that appropriate gender analyses are carried pertaining to this relatively new area of focus, is highly recommended.*

Natural Resources Management (NRM)

The USAID/Kenya Strategic Objective (SO4) is: "Improved natural resources management in targeted biodiverse areas by and for stakeholders." The goal is to conserve the country's biodiversity for future generations of Kenyans and the global community. The program will work primarily in areas adjacent to protected areas to *affect a positive change in the behavior of stakeholders in the management and wise use of natural resources.*

²⁰USAID/Kenya Integrated Strategy Plan (ISP) 2001-2005

USAID/Kenya recognizes that women play a critical role in achieving the Mission's proposed strategic objective. In fact, there is a great deal of literature on the critical relationship between women and successful NRM objectives. For instance, women play a key role in land and water management in Kenya. *They are most often the collectors, users, and managers of water in the household, as well as farmers of irrigated and rain-fed crops.* Because of these roles, women have considerable knowledge of water resources, including quality and reliability, restrictions, and acceptable storage methods. Women farmers in Kenya, using traditional methods, have also been effective in conserving soil fertility. Given access to appropriate resources, they practice fallowing, crop rotation, intercropping, mulching and a variety of other soil conservation and enrichment techniques.²¹ For these reasons, it is important to build upon and enhance their skills in land and water management strategies, and involve them in protecting and sustaining land and water resources.

The Mission also recognizes that women need to be involved in policy-making and planning to ensure the most productive and efficient use of land and water resources to meet present and future food and agriculture demands. Women farmers need to be part of the planning and implementation of land and water management programs, with full access to inputs and organizational arrangements. Equally important is the increased participation of women in training and extension activities that deal with soil resources and land-use planning, and in water conservation and development.

Pertaining to plants, women in Kenya often have considerable knowledge about the characteristics, distribution and site requirements of indigenous trees, shrubs and herbs. Women's knowledge of plants for food, fuel, health and crafts plays a decisive role in the conservation of different species and varieties according to their usefulness to the community. *For these reasons, to be effective, technology development needs to be carried out in collaboration with female farmers in order to benefit from their knowledge, and respond to their needs concerning the sustainable use and conservation of plants for medicinal use and other purposes.*

Women in Kenya also play key roles in raising animals and in harvesting and processing livestock products for both home consumption and for sale. Although men are often the owners (and sellers) of large livestock, it is the women who perform the most of the household labor devoted to animals. As males seek off-farm employment, rural women are assuming greater and more varied roles in managing the family farm, including animal husbandry operations. *Women's roles are increasing in virtually every link of the producer-to-consumer chain within the livestock sector in Kenya.* It is therefore important to enhance their access to appropriate technologies and information regarding livestock husbandry and processing of animal products.

Finally, wood provides an estimated 98 percent of all domestic fuel/energy resources, and as a result, Kenya's forests are being depleted rapidly.²² *Efforts to reverse this trend will depend, largely, on how effectively development assistance is targeted to women as they are the major caretakers and users of forests.* Rural women gather fodder and fuel wood, and they seek out fruits and nuts to provide food for their families. Women's gathering activities are very important to household income and nutrition. However, studies have found that Kenyan women typically have unequal access to forestry information, training education and research. As a result, national capacity for the development, conservation, management and protection of forests and forest ecosystems is constrained.

²¹*Gender and Natural Resources Management, FAO Report, 2000.*

²²*USAID/Kenya ISP 2000 - 2005.*

Upon review of the ISP, and discussions with the SO4 Natural Resources Management team, there are a number of areas that USAID/Kenya believes need to emphasize women's involvement. *These include ensuring women's participation in decision-making pertaining to sanctuary establishment, type and size of nature based enterprises, the management of community based-organizations, income use and disbursement, and resource use (planning and monitoring).*

Mission team members identified two primary obstacles which may constrain the effective and full participation of women in the S04 strategy, including: *1) the existence of cultural norms toward women which discourage them from asserting themselves (especially in public) when major resource use and income generation decisions are being made; and 2) women's literacy levels, in the specific areas being targeted for USAID/Kenya assistance, are very low.*

Being cognizant of these constraints, the S0 team plans to articulate (in the revised ISP) that specific activities to address these constraints will be implemented. Some of these activities will include: *1) the development of a variety of activities which target women; 2) setting aside appropriate budget resources that will specifically be utilized to support women-led and managed activities (at present, 15% of all money given to grantees will be required to be spent on gender integration efforts); 3) the implementation of gender sensitization programs and activities to encourage both men and women's support for women's increased participation in all USAID-assisted program activities; and 4) efforts to sensitize change agents by providing training and seminars to enhance their capacity to identify opportunities and interventions to support women.* Many of the S04 indicators which will be used to monitor and evaluate progress toward achievement of the improved natural resources management objective, have been disaggregated by sex. The SO4 NRM team has not developed a gender action plan, but is able to articulate their approach and intentions with respect to ensuring that women participate and benefit from their portfolio of activities. As was suggested by all the other SO teams, the SO4 NRM team believes that *the provision of sector-specific gender-training, which is specifically customized for its USAID's grantees/partners, would be highly productive.*

***Recommendations on Incorporating Gender into the
USAID/Kenya ISP, R4, and PMP Reporting Documents***

After a careful review of the ISP, R4 and PMP documents, a page by page list of draft suggestions toward further incorporating gender was provided to each Strategic Objective team. Follow-on meetings with the teams provided an opportunity to further explore the gender dimensions of their activities, as well as come to resolution on changes to be made in the final, revised ISP document.

The recommendations provided to each SO team were grouped under the following headings:

- Gender Dimensions of the Strategic Objective;
- Gender-Specific Wording and Clarification;
- Gender Considerations within the Results Framework (Strategic Objective (SO), Intermediate Results (IRs), and Performance Indicators); and,
- Other Gender Considerations.

Recommendations for Strategic Objective 1: Democracy and Governance

“Sustainable reforms and accountable governance strengthened to improve the balance of power among the institutions of governance”

Gender Dimensions of the Strategic Objective

- SO1 "Sustainable reforms and accountable governance strengthened to improve the balance of power among the institutions of governance." *The relevant issue pertaining to this SO is that although it is not stated at the "people-level," it still needs to reflect (or encompass) important gender considerations.* What *types* of activities are carried out to achieve sustainable reforms, what *kind* of reforms are encouraged, *who* governing bodies believe they are accountable to, *which* government institutions are targeted for support (in the effort to improve the balance of power among institutions of governance), etc., are all important gender considerations having varied outcomes/impacts affecting differently the lives of males and females (as well those of various ethnic, age, and economic groups, among others). It is therefore suggested that the ISP include wording which articulates that the intention, and supporting activities under this SO, will take these variables into consideration.

- Pg. 34, para. 4: The Mission will be selecting specific government-sector institutions to support in an effort to increase their ability to work more independently. *Selection of which government-sector institutions to support may be important in terms of the gender impact. A careful look at the possible gender dimensions of this activity will be important in reviewing the selection process criteria.*

Gender-Specific Wording and Clarification

- Throughout the ISP, it is suggested that all *people-level words are disaggregated by sex.* Under this SO, words frequently utilized include the following examples: citizens, political actors, members, people government representatives, public opinion, political candidates, political leadership, voters, broadcast license holders, members, conflict resolution trainers, members of parliament (MP), parliamentary commission staff, among others.

- Throughout the ISP, it is also suggested that *institution-level words are followed by an explanation that male and female participants/participation will be either analyzed, emphasized, or included* (depending on what makes sense within the context of the text). Under this SO, words frequently utilized include the following illustrative examples: organizations, political parties, parliamentary committees, civil society organizations (CSOs), citizen review boards, electoral administration, electoral commission, parliamentary commission, task forces, parliamentary exchange programs, advocacy groups, among others.

- It is also suggested that throughout the ISP, *words/descriptions of actions to be taken pertaining to democracy and governance issues need to be stated in a way that demonstrates the activity will be cognizant of the gender variable.* For example, the ISP states that support will be provided to strengthen the operations of the Parliamentary Committee System. For each action taken toward achieving its objective(s), consideration of the gender implications that should be addressed should be mentioned in the ISP. For instance, what might be done to improve the Committee's responsiveness to Civil Society Organizations (CSOs) which advocate the enforcement of women's legal rights? Or, what might be carried out to increase the actual number of female Committee members? Under this SO, action/process words frequently utilized include the following examples: strengthening the electoral process, analysis of political and economic

issues, addressing voting impediments, provision of political training, improving the voter registration process, promoting rule of law, training in conflict resolution, improving representation, reform of nationwide broadcast licensing, policy reforms, organizing budget or sectoral hearings, establishing public/private linkages, capacity building of political parties, strengthening of the media's reporting abilities, collection of opinion poll data, promoting political leadership, improving electoral administration, capacity building of political parties, better informing the public and political actors, development of political party platforms, among others. Each of these activities includes important gender dimensions, that if not raised (at least in very general terms) at the ISP level, may be overlooked during implementation and evaluation.

- Pg. 32, para. 2: Change to: This problem affects Kenyan men and women of all ethnic and socioeconomic backgrounds in a variety of ways.

- Pg. 34, para. 2: Change to: Real democracy requires a knowledgeable urban/rural citizenry (of men, women and youth) organized to voice their demands and exercise accountability on a continuing basis, rather than on the limited basis provided by elections.

- Pg. 34, para. 6: Change to: ... and to be more accountable to the citizenry (including men, women and youth).

- Pg. 35, para. 2: Change to: Elections are critical to allow all citizens, both female and male, to voice their opinion and to hold elected officials accountable for their actions.

Gender Considerations within the Results Framework

(Strategic Objective (SO), Intermediate Results (IRs), and Performance Indicators)

- Pg. 35, under the Results Framework: *Any people-level indicators should be sex specific to serve as a reminder of the importance of gender considerations in the achievement of any democracy and governance objectives.*

- Pg. 36, para. 2: **The IR1.1** is "CSOs effectively demand reforms and monitor government activities." It is suggested that a sentence be added which states that "These CSO (Civil Society Organizations) which will be receiving support to improve their effectiveness will specifically include organizations which emphasize and promote women's advancement at various levels, and pertaining to various issues. At the ISP level, listing a few examples of past CSO receiving support with a gender emphasis is suggested.

- Pg. 36, para. 2: **The IR1.2** is "Increased independence of select government institutions." Again, those institutions selected to obtain support should include some government entities which carry out activities which emphasize benefits to women.

- Pg. 38, para. 3 under **IR1.4.1** is "Linkages between government institutions and civil society strengthened." Add a sentence explaining how these linkages have/will serve to advocacy efforts in support of women's advancement. When support is provided to strengthen the operations of the Parliamentary Committee System, providing some gender training to this committee would be valuable as this committee is in a position to listen, and respond to, to the desires of civil society organizations.

- Pg. 38, para. 4: In carrying out public/private partnership linkages, support to the CSO (to build rapport between the CSOs and government sector by organizing budget or sectoral hearings with

government representatives), should include assistance to CSOs that are concerned with gender issues.

- Pg. 38, par 4: Change to: Other institutional mechanisms that could serve this function include citizens' review boards (including women and men), which are not present in Kenyan practices, and Commissions and Task Forces (with both male and female representation), which are. The point that needs to be raised in the ISP is these "linkage mechanisms" need to be gender aware – both include women and men as representatives, as well as address gender in development issues.

- Pg. 38, Para. 5: The list of ways to achieve the **IR1.4.2** "Objective political, legal, and economic information available from the media and other diverse sources" needs to include the gender variable. For example: Change the second bullet point to: Increasing the use of opinion poll data as barometer of both male and female public opinion. Also add another bullet that states: Developing the media's ability to report and analyze political and economic issues in a non-gender biased fashion.

- Pg. 40, para. 4: Under the **IR1.3**: "More transparent and competitive electoral processes" Change wording in paragraph below to: Transparent and competitive electoral processes call for impartially administered elections where all citizens (men and women) have the right to vote without unreasonable impediments. Has the Mission/its partners investigated the gender-specific impediments to voting in Kenya? Issues and obstacles, such lack of transportation or time away from work, should be raised and addressed during implementation.

- Pg. 40, para. 5: Within the **IR1.3.1**, the issue of creating a more level playing field for political candidates requires investigation into women's political leadership. It should be stated within the ISP that this issue will be investigated, and corresponding activities will be put in place to support women's increased political leadership. *Statistics pertaining to women's political representation and leadership should be included in this section (or somewhere in the ISP).*

- Pg. 40, para. 6: The **IR1.3.2** is "Improved electoral administration" which is fundamental to the electoral process. In this paragraph, sex disaggregated statistics should be included pertaining to poor voter registration rates, etc. The Election Commission of Kenya administration needs to be aware of the different needs of women and men pertaining to the entire electoral process in order to provide appropriate support toward its improvement.

- Pg. 41, under the **IR1.3.4**, "Increased capacity of political parties to compete more effectively in elections" the strategy envisions providing training to members of political parties so that they are aware of their rights and responsibilities as candidates, and can take advantage of mechanisms for better communicating their platforms and campaign issues. *This is a very important target of opportunity to make sure that training is provided to female candidates who may be in a position of special need.-- and should be articulated in the ISP. Training for political parties to be more inclusive of women's leadership would also be valuable.*

-Pg. 41, under the **IR1.4** "Better informed public and political actors," change the last sentence to: It is important that more information be available to both women and men on the issues, political party platforms, how to register to vote, and how to vote. This should be disaggregated by sex.

- Pg. 49 – 51: Under the Judging Results with Results, Performance Indicators, and Performance Targets:

Under the **IR1.1.2** – the number of conflict resolution trainers trained and deployed in target areas will be disaggregated by gender. Is the idea behind this that more females will be trained as trainers, or that both male and female trainers will become aware of gender issues pertaining to conflict resolution? I would see both of these as productive.

Pg. 51, under **IR1.2.2** “Parliamentary committee system strengthened” it is suggest that an e) is added saying Committee Staff includes sufficient female representation, and f) to state that the parliamentary committee is gender-sensitized.

Pg. 51, under **IR1.1.2.3**: “Number of MPs and Parliamentary Services Commission Staff participating in parliamentary exchange programs” should be disaggregated by gender.

Pg. 53, **IR1.4.2** “Number of holders of nationwide broadcast licenses” should be desegregated by sex.

Other Gender Considerations

- Pg. 42, under Donor Coordination: Does the Mission have a donor coordination group pertaining to D&G which specifically discusses, and tries to address, the gender issues within this sector? If not, this is an effective method of collaborating with others to create a multiplier effect and strengthen the outcomes.

- Pg. 42, under Promoting the rule of law: It should be stated here that the lack of implementation of the rule of law is especially important to the protection of women in Kenya. Working with the other donors on identifying steps to improve rule of law pertaining to women would be very valuable.²³

- Pg. 43, under the “Rosy scenario,” more specific mention of benefits to women needs to be included.

- Pg. 43 – 46: More specific mention of benefits to women need to be included (as above).

²³The World Bank is supporting a Gender and Law Program (in collaboration with the Economic Commission for Africa). The program was initiated as a result of a conference in which representatives from Kenya, Ethiopia, Eritrea, Tanzania, Uganda and Zimbabwe attended, presented papers, and exchanged views on legal constraints to gender-sensitive development in their respective countries. The issues of primary concern included land-related challenges, family law, violence against women, employment and labor, and decentralized governance frameworks. Land and the division of household property are prime areas where gender-based disparities marginalize and disenfranchise women of Eastern Africa. In an effort to improve women's social and economic life, two main themes emerged: the impact of customary laws and practices and the need for effective implementation. The delegates emphasized the need to initiate action for change at grassroots, institutional and policy-making levels. They recognized the daunting nature of the tasks ahead, especially given that laws would be seeking to change behavior and attitudes. *Gender and Law: Eastern Africa Speaks No. 126, January 1999. World Bank Group Publication.*

Recommendations for Strategic Objective 2: Economic Growth

“Increased rural household incomes”

Gender Dimensions of the Strategic Objective

- The SO “Increased rural household incomes” might be changed to “Increased rural household incomes of both men and women.”

- Pg. 55: The entire introduction section does not show that gender considerations have been considered within the SO2. It is suggested that a couple paragraphs are inserted just before the last paragraph that starts with "USAID/Kenya's SO2 tackles the challenge..." Below are a couple paragraphs you can use as a base:

USAID/Kenya recognizes that the contributions of women, both as agricultural producers and owners of MSEs, is significant. Women are key agricultural producers in Kenya, as well as throughout the East Africa region, contributing between 75-80 percent of all labor in food production and 50 percent in cash crop production – while receiving only seven percent of agricultural extension information.²⁴ In addition to labor contributions, women are increasingly becoming farm managers and heads of farm households, with estimates that over 40 percent of all small holder farms are managed by women in Kenya.²⁵ Further 47 percent of MSEs are women-owned, with recent data suggesting that this number is increasing.²⁶

Given these statistics, it is essential that assessments of the gender dimensions of agricultural production and enterprise development are regularly conducted by USAID grantees implementing activities, so that USAID-supported assistance is of direct benefit to *both* women and men. To be effective, most all of the possible interventions to achieve increased rural household incomes will need to be *conceptualized and applied with gender considerations taken into account*, such as the differences between men and women's access to credit, ownership of collateral, levels and types of education, other household duties and time commitments, ability to pay for inputs, knowledge about markets, access to tools and equipment, crop preferences, access to transportation, and different roles and responsibilities pertaining to the various stages of production (i.e., for example, pertaining to tomato production, men and women contribute differently in the areas of seed bed preparation and planting, cutting stakes and staking, pruning, fertilizer application, scouting for pests, spraying, selling, among others.)

- Pg. 55, para 3: Add statistics on women’s contributions pertaining to micro and small enterprises (MSEs).

Gender-Specific Wording and Clarification

- Throughout the ISP, it is suggested that all *people-level words are disaggregated by sex*. Under this SO, words frequently utilized include the following examples: farmers, producers, agricultural cooperative members, consumers, SME owners, farmer labor contributions, head of

²⁴(J. Curry, M. Kooijman, H. Recke.) *Institutionalising Gender in Agricultural Research: Experiences from Kenya*. Kenya Agricultural Research Institute, 1999. Publication Section KARI Headquarters. P.O. Box 57811, Nairobi, Kenya. ISBN: 9966-879-23-4.

²⁵(L.N. Kimenye) *Assessment of Technology Dissemination and Utilisation by Women and Men Farmers: A Cast Study of Embu and Mbeere Districts*. KARI Proceedings, 1999.

²⁶Draft USAID/Kenya ISP 2000 - 2006.

household, agricultural extension agents, small-holders, farmers' income, farmers' constraints, among others.

- Throughout the ISP, it is also suggested that *institution-level words are followed by an explanation that male and female participants/participation will be either analyzed, compared, emphasized, or included* (depending on what makes sense within the context of the text). Under this SO, words frequently utilized include the following illustrative examples: MSEs, farms, rural households, marketing boards, agricultural cooperatives, agricultural marketing systems, NGOs, government agencies, associations, small holder organizations, among others.

- It is also suggested that throughout the ISP, *words/descriptions of actions to be taken pertaining to economic growth (enterprise development, income generation etc.) be stated in a way that demonstrates the activity will be cognizant of the gender variable*. For example, the ISP states that support will be provided to improve agricultural extension services to farmers. However, it does not make the case that to achieve its objective(s), consideration of the gender implications is key and will be addressed correspondingly. This emphasis on gender analysis should be stated within the ISP. Each of these activities includes important gender dimensions, that if not raised (at least in very general terms) at the ISP level, may be overlooked during implementation and evaluation. Under this SO, words/descriptions of actions that are frequently utilized, and all have a significant gender dimension, including the following examples: provision of agricultural extension services, dissemination of information, provision of skills development and training, delivery of inputs, removal of constraints to marketing and trade, advocacy for agricultural policy reforms, provision of credit and other financial service, facilitating access to obtaining business licenses, improving dialogue, improving infrastructure, and facilitating access to markets, among others.

- Pg. 56, para 2: The following sentence needs to specify the difference in income decline between male and female farmers. "Real incomes for farmers have stagnated over the last generation, and have declined in the last five years."

- Pg. 56, para 3: Change sentence to: There is an urgent need to improve agriculture productivity of both male and female farmers, and to increase their incomes from both farm and non-farm sectors.

- Pg. 56, para 4: This paragraph need to include a description of women's contribution to non-farm income, and the important role it plays in providing a safety net when crops are poor – often providing much or a rural household's income. This will justify an emphasis on placing significant resources on supporting women's needs in relation to microenterprise development activities and improved agricultural production.

- Pg, 56, para 5-7: This entire discussion does not mention the differences between male and female farmers' needs in the small holder agriculture sector. At least one paragraph should be included which specifies women's specific constraints in this sector and the importance of addressing their needs. Specifics are below.

- Pg, 56, para 5: Change sentence to: Farmers, both male and female, who previously used improved technologies now lack access to subsidized inputs, financial services, and free government-sponsored extension services.

- Pg, 56, para 5: The end of this paragraph should include a description of the lack of government services to small holder female farmer, specifically. It states that, "Overall, government services

to small-holder farmers have become almost non-existent.” However, female farmers were already receiving far less services than males, so this change has most certainly affected them even more severely.

- Pg. 56, para 6: This paragraph describes how farmers’ problems have increased due to increased costs of production, removal of subsidies, deterioration of infrastructure, high taxation, and inefficient markets. It needs to include information on how these factors have influenced female farmers, as well. Further, it states that many farmers have dropped improved technologies due to the lack of receiving adequate prices for their produce to recover their costs. This discussion needs to assess the different impact of these changes on female farmers, as well.

- Pg. 56, para 7: This paragraph highlights the fact that “... Research has not always been responsive to the specific needs of smallholder farmers, or to the market economy in developing technologies.” The needs of female and male smallholder farmers are often different, and research needs to be tailored to the specific needs and differences of male and female farmers to be effective. *A serious discussion of these differences and the need for appropriate research that is responsive to female farmers’ needs is merited here.* (See KARI report on women in agriculture.)

- Pg. 57, para 1: Under the section Constraints to marketing and trade: A discussion of female farmers’ specific constraints to marketing and trade needs to be included here. How were female farmers affected differentially from male farmers with respect to the country’s widespread market and policy reforms in the 1990s? What can the Mission do to encourage females to get on marketing boards? The paragraph states that “Market information is irregular and not widely accessible to smallholder producers...” Information on female access to market information needs to be included here. What are female smallholders specific constraints to obtaining this information, and what can be done to promote improved access to this useful information?

- Pg. 57, para 2: Under the section Constraints to micro- and small enterprises: Include a discussion on female access to credit and other financial services. What are their constraints, and what can be done to improve this situation? How many MSEs are operated by women, and how many accessed credit? A serious discussion of women’s participation in the MSE sector is merited here – including their specific constraints in obtaining business licenses, harassment by local authorities, lack of basic utilities, etc.

- Pg. 57, para 3-5: Under the section Constraints to smallholder organizations: The primary issues raised in these three paragraphs are that smallholder farmers must be empowered and there “...is a need to ensure that these producers have the choice to organize themselves into groups that will provide them with the services they need to be profitable.” Information on why female smallholders need to be empowered should be included, including a discussion on their past constraints and successes. Have female farmer organizations been as politicized as other farmer organizations/cooperatives? Should support be provided to female farmers to integrate them into existing farmer cooperatives (that need to become less politicized and more responsive to farmers’ needs), or is their a better route for female farmers? *In sum, information needs to be collected on the gender issues revolving around constraints to smallholder organizations – out of which specific solutions can be identified by the Mission for support.*

- Pg. 58, para 1: Under the section Building on past success: This paragraph states that “The Mission will continue to support agricultural productivity, focusing on smallholders, and promote micro- and small enterprise development.” An explicit statement is needed that states that the

specific (and different) needs of both female and male smallholders and micro- and small enterprise development owners will be identified and addressed.

- Pg. 58, para 2: In support of the above objectives, it is stated that the Mission and others ...” has begun selecting agricultural sub-sectors that promise to have the most impact on rural incomes. “ The selection criteria are listed, however, there is no mention that attention to those sub-sectors that would most benefit female farmers will be taken into consideration. *Given that (as stated later on that page) “Women are a vitally important set of MSE producers, due to their heavy involvement in both Kenya’s agriculture and micro-enterprise sectors..” it makes sense to include gender considerations as one of the key priorities in the selection criteria for choosing which subsectors to focus on.*

- Pg. 58, para 3: The Mission states that it will “...address constraints facing small businesses.” A discussion on women’s constraints in the small business sector, and opportunities to address these issues, should be included there.

- Pg. 58, para 4 under Fine-tuning the strategy: The ISP states, “During consultations with stakeholders, it became evident that the Mission should address the needs of smallholder business cooperatives, association, and organizations. The SO2 program will target those organizations that can help increase agricultural productivity and improve marketing.” First question is were females included as significant “stakeholders” in this process? If so, were their needs identified in the decision making process? If not, backtracking will be important. Also, the gender differentiated needs of smallholder business cooperatives, associations, and organizations will need to be assessed and addressed in the strategy of assistance provided.

- Pg. 58, para 4 under Fine tuning the strategy: Change the following sentence to be gender-specific: “Policy research, dissemination of information, and improved dialogue will continue to be important elements of the SO2 intermediate results.” Add a discussion on the importance of supporting gender sensitive policy research; of ensuring that the dissemination of information is gender aware as well as accessible to females; and that improved dialogue includes increased representation of females at all levels of discussion.

- Pg. 58, para 5: The ISP states “A combination of interventions is required to achieve increased rural household incomes. Macroeconomic stability, availability and adoption of improved technologies, access to financial services, access to markets, and information about those markets --- all are essential to allow rural smallholders to make rational, profitable, and sustainable choices about their investments in on- and off-farm activities. First, the word rural smallholders needs to be changed to “both male and female smallholders.” *Second, it is critical that each of these stated levels of intervention (pertaining to adoption of improved technologies, access to financial services, access to markets, access to market information, etc.) be re-assessed in relation to the applicable gender differentials. In each of these areas, knowledge about the relevant gender variables will allow the Mission to more effectively provide tailored support to its customers.*

- Pg. 58, para 8 (last para): The ISP states that “SO2 directly supports the government of Kenya’s evolving Interim Poverty Reduction Strategy Paper (I-PRSP), which will form the basis of Kenya’s development agenda over the next three years.” It is highly recommended that the USAID Mission take steps to support that this strategy is gender specific in concept and action.

Gender Considerations within the Results Framework
(Strategic Objective (SO), Intermediate Results (IRs), and Performance Indicators)

- Pg. 59, Below are suggestions under the Results framework section:

- **IR2.1**, “Increased productivity of targeted agribusiness sub-sectors.” Suggest the Mission re-evaluate their sub-sector selection process to assess which sub-sectors females would benefit more from; to assess the gender issues relevant to those sectors already chosen (dairy, non-traditional agricultural exports; and maize production); and change the wording in the last sentence to “Both male and female farmers will begin diversifying and shifting to more profitable agricultural activities.” By specifying that female farmers are to be included, gender analysis will have to be undertaken so that their specific farming needs/constraints, etc., are address/support in the Missions strategy.

- **IR2.2**: “Increased agricultural trade” This paragraph does not show that women’s increased agricultural trade is going to be addressed. Changing the indicator to “Increased agricultural trade by males and females” will ensure that women’s participation will be an integral part of the process.

- **IR2.3**: “Increased access to business support services for micro- and small enterprises” This indicator should be re-stated as “... support services for both female and male owned micro- and small enterprises.” A sentence should be included that states, “The needs of female owned MSEs will be specifically targeted in all areas of service provision, information channels, and skills development and training.” The specific needs of female owned MSEs will need to be identified, and activities to support these finding will need to be integrated into the Mission’s activities under the SO.

- **IR2.4**: “Increased effectiveness of small-holder organizations to provide business services to their members” This indicator needs to be changed to “... to provide effective business services to meet the needs of both their male and female members.” The last sentence should be changed to include women to: “Empowered female and male members will be able to take responsibility and hold management accountable for performance on a sound business bases.”

- Pg. 60, the **SO2 indicators**: It is highly suggested that the Mission take a closer look at each indicator and include sex specific indicators where relevant and useful.

- Pg. 62, under **IR2.21.1**: Indicate that support will be provided to ensure that agricultural policies are gender specific. The Mission needs to articulate how it will work toward supporting this kind of policy dialogue and implementation. Change sentence to: Policy changes which are gender sensitive will result in increasing the availability of improved technologies and increase private sector participation in seed multiplication and distribution. Add sentence that says: It should be noted that any policy dialogue on land use must include an analysis of gender considerations to benefit female farmers and micro-entrepreneurs.

- Pg. 62, under **IR 2.1.2**: Change to: Improved technologies that are gender specific will be developed, transferred, and adopted by male and female farmers ...” The ISP sates, “To give farmers the necessary information for technology adoption, innovative extension systems will often be provided by a combination of private sector organizations, NGOs, and the government. ” Change the word farmers to “male and female farmers.” Add sentence: Every effort will be made to ensure that agricultural extention training and introduction of new technologies will be gender specific for greater adaptation and effectiveness.

- Pg. 62 under **IR2.1.3**.: The word farmers should be changed to male and female farmers.

- Pg. 62 under **IR2.1.4**: Include that there will be analysis on the gender impacts of product diversification prior to supporting this activity.

- Pg. 62 under **IR2.1.5**: Add sentence: Every effort will be made to ensure that the private sector entities that will be increasingly involved in the delivery of agricultural production services invest adequately in gender specific research pertaining to the development of new or improved technologies, that they are gender aware in their agricultural information extension methodology; and that they allocate resources in a way that benefits both female and male farmers.

- Pg. 62, last para under **IR 2.2**: Increased agricultural trade. The ISP states: “Agricultural trade encompasses the whole process of delivery of inputs to farmers, collection, bulking, storage, transportation, processing, and delivery of agricultural products to local, national and international consumers.” This area of assistance is critical to women in Kenya. *At every stage, an understanding of the gender dimensions of women’s participation in agricultural trade is essential to a solid strategy to improve agricultural trade in Kenya.* A paragraph discussing women’s needs in these areas, and statements that the Mission will specifically support activities at all these levels to improve women’s participation and benefit, should be included in this section.

- Pg. 63 under **IR2.2.2**. Improved performance of agricultural marketing systems. Again, add the word “males and females” to specify that both women and men’s access to reliable high quality market information is critical to improving market performance. If the constraints/needs of women are unknown, this needs to be investigated and activities integrated into the strategy.

- Pg. 63 under **IR2.2.3**: Improved delivery of services: Again, wording that shows the necessity of getting delivery of services to reach women with appropriate resources and recommendations is needed in this paragraph. The reference to smallholder producers should say “both male and female smallholder producers.”

- Pg. 63 under **IR2.2.4**: Improved physical infrastructure necessary for trade. This indicator needs to show that decisions on support for infrastructure will ensure that women benefit as well. What will the decision criteria be for support infrastructure activities? This selection process needs to make sure that women farmer’s/entrepreneurs needs are not neglected or missed.

- Page 63: Increased access to business support services for micro- and small enterprises. Should be re-stated as “female and male owned micro- and small enterprises.”

- Page 64 under **IR2.3.1**: Policy environment promotes enterprise development. The ISP states, “The identified policy and legal agenda will be implemented to improve informal sector business property rights, increased and easier access to financial services (especially for women), and increased and affordable access to business skills training, registration, and licensing. ” The words “especially for women” should be moved to the end of the sentence so that it is clear that the strategy will give emphasis to supporting women’s participation at every level of policy reform and legal change in relation to enterprise development activities in Kenya. This is critical, as the ISP states that 47 percent of MSEs are women-owned.

- Pg. 64 under **IR2.3.2** Financial markets developed and strengthened. Change sentence to: New financial products will better reflect clients’ needs and demands – including the gender differentials pertaining to this sector. Savings and loan products will be developed which are

suitable for rural MSEs and households, and which are appropriate to the needs of women owned MSEs.

- Pg. 64 under **IR 2.4**. “Increased effectiveness of smallholder organizations to provide business services to their members. The next 3 paragraphs need to inject gender specific results. The word “members” should be changed to “both male and female members.” Increasing membership should include explicit efforts to include female participation, which will be accomplished by providing them with services which reflect and meet their business needs.

- Pg. 72 under Judging Results: **IR2.1**. Indicators need to be disaggregated by gender throughout. IR2.1.5: The performance indicator can be easily gender disaggregated to: “Number of smallholder farmers who have received technology transfer services from the private sector partners, disaggregated by sex.”

- Pg. 74, All of the **IR 2.2**. under Increased agricultural trade (meaning IR2.2.1, IR2.2.2, IR2.2.3, and IR2.2.4) need to show that women will also be positively impacted, i.e., in the areas of policy environment changes; marketing systems; obtaining agricultural services; and obtaining infrastructure to support their agricultural production work.

- Pg. 75, All of the performance indicators on this page need to be gender specific, showing that women owned micro- and small enterprises will benefit from improved policy environment, improved financial market services, and business support services.

- Pg. 76, All of the performance indicators on this page need to show gender sensitivity.

Other Gender Considerations

- Pg. 65 under Other Development Partners: para 1, Agricultural Productivity: The ISP states that the World Bank works closely with USAID in ensuring complementary support to the Kenya Agricultural Research Institute (KARI). *It is highly recommended that the research on gender considerations in agricultural research and extension conducted by KARI (and cited in this report) is carefully reviewed and taken into consideration as USAID reviews its ISP activities and priorities.*
- Pg. 65 under Agriculture trade: It is recommended that as USAID works closely with the existing World Bank and the European Commission Donor Coordination Group for Roads – so that gender consideration are taken into consideration when selecting where/when to build/improve roads and other infrastructure.
- Pg. 65, under MSE sector: Again, working with the donor coordination group on MSE to ensure that gender issues are raised and addressed will multiple USAID's efforts in this area.
- Pg. 66-69 under illustrative approaches section, wording throughout needs to be changed to reflect the above suggestions/approaches.

Recommendations for Strategic Objective 3: Population and Health

“Reduced fertility and the risk of HIV/AIDS transmission through sustainable, integrated family planning and health services”

Gender Dimensions of the Strategic Objective

- Pg. 87, under Customers section: This section describes the shift toward community-financed and community-managed health services -- and the increase in *user fee programs* in both the public and private sector. What impact will this have on *women's ability to pay* for services vs that of men?

- Pg. 78, first paragraph: In the following sentence, can you provide sex disaggregated statistics for HIV prevalence? "HIV prevalence among adults aged 15 to 49 has risen from 4.8 percent in 1990 to 13.9 percent in 1998."

- Pg. 78, last para: The ISP states, “The burden of care for those affected by HIV/AIDS is increasingly devastating for individuals, families, and communities. The increasing numbers of new HIV infections, AIDS cases, and orphans and other vulnerable children are over-whelming the immediate and extended family, the health care infrastructure, and the social support services.” *It seems appropriate to add another sentence that recognizes that care for those affected by HIV/AIDS has been disproportionately placed on women, and if it is within the SO3 parameters, that additional services will be targeted to these women to support their situation.* Here is an example:

"Given the traditional male-female division of labor, the provision of care for sick family members and Kenya's one million AIDS orphans is being disproportionately carried by women -- which adversely affects their level of income generation, production of food and agricultural produce, as well as their personal health and well-being."²⁷

- Pg. 79 under Population growth, conflict and crisis it states “High rates of population growth and HIV infection are potential causes of political and social conflict in Kenya.” Adding a sentence, such as the following, is suggested:

"The resulting increase in unemployment, decrease in incomes, and shortages of food, among other consequences, has increased the level of male violence toward women and girls, both within and outside the family structure. Efforts toward conflict mitigation will include the protection of women and girls through a variety of interventions at all levels, directed toward both men and women. The linkages between men, violence and the spread of HIV worldwide have been documented in recent UN publications."²⁸

²⁷"Research worldwide shows that men generally participate less than women in caring for children -- in part because men are more likely to be working outside the home and in part because men are not raised or encouraged to act as caregivers. This has a direct bearing on the AIDS epidemic, which by the end of the year 2000, will have left 13 million children orphaned and in need of adult help to grow up clothed, housed and educated. The vast majority of these children are left to the care of women relatives and neighbors, though some orphan groups or households are headed by boys." *Men and AIDS - A Gendered Approach. 2000 World AIDS Campaign. The Joint United Nations Programme on HIV/AIDS (UNAIDS). USAID Bureau for Global Programs, Field Support & Research, Center for Population, Health and Nutrition. 2000-03.*

²⁸See pg. 17, Section on "Men, Violence, and HIV." *Men and AIDS - A Gendered Approach. 2000 World AIDS Campaign. The Joint United Nations Programme on HIV/AIDS (UNAIDS). USAID Bureau for Global Programs, Field Support & Research, Center for Population, Health and Nutrition. 2000-03.*

- Pg. 80, under Gender issues section: Some of the primary gender issues pertaining to women's health are included in this section, however, additional action may be needed with respect to *men's* role in reducing fertility and transmission of HIV/AIDS and other STDs. *Men's behavior and attitudes towards pregnancy, early marriage, and transmission of sexual diseases, among other related issues, need to be recognized and positive behavior encouraged, to promote the well-being and health of both men, women and their families.* Additionally, issues such as rape (which requires legal protections and enforcement of consequences, as well as improvements in social understanding) should be articulated as important linkages to the continued spread of STDs and unwanted pregnancies. It is suggested that a paragraph on addressing changes in male behavior (both behavior change of negative attitudes, as well as promotion of males' positive roles) be included within this "Gender issues" section. Here is a possible example:

"Men should also be fully involved in the fight against AIDS. As politicians, as front-line workers, as fathers, as sons, as brothers and as friends, they have much to give. Efforts should be made to encourage positive behaviors and responses, including men as part of the solution instead of seeing them as only the problem. As men are a highly diverse group, generalizations about their behavior should be addressed carefully. However, studies from around the world have shown that, on average, men have more sex partners than women. This means that a man with HIV is likely to pass the virus on to a greater number of people than a woman, especially since for biological reasons, HIV is twice as easily transmitted sexually from a man to a woman as vice versa. A recent UNAIDS study indicated that, worldwide, men are less likely to seek health care than women, and they are much more likely to engage in behaviors, such as drinking, use of illegal substances, and having multiple sex partners, that put their health (and the health of women and their families) at great risk.²⁹ The study concluded that working with, and persuading men to change some of their attitudes and behaviors has enormous potential to change the course of the HIV epidemic, and to improve the lives of their families and partners. Positive behavior change, such as respecting a woman's choice of whether or not to engage in sex or use a condom; taking more responsibility for AIDS orphans family members with HIV or AIDS; and decreasing the use of alcohol and its often violent consequences, would all contribute to improvements in HIV/AIDS prevention and family planning interventions."³⁰

- Another good section to include the "male" as a target is on pg. 91, the last paragraph under IR3.3.2 "Improved knowledge of and demand for FP/RH/CS services." It says, "Targeted messages will promote a variety of healthy lifestyle choices. These might include information about child spacing, use of condoms for AIDS protection, promotion of immunization...etc." This would be a good sentence to insert the following: "... and positive messages promoting *men's*

²⁹*Men and AIDS - A Gendered Approach. 2000 World AIDS Campaign. The Joint United Nations Programme on HIV/AIDS (UNAIDS). USAID Bureau for Global Programs, Field Support & Research, Center for Population, Health and Nutrition. 2000-03.*

³⁰*In follow-up to the Beijing Fourth World Conference on Women, the 43rd session of the UN Commission on the Status of Women (1999) drew attention to the need to educate women and men, particularly young people, with a view to promoting equal relationships between women and men, and to encouraging men to accept their responsibilities in matters relating to sexuality, reproduction and child-rearing. While there have been some initiatives over the past two decades aimed at reducing women's vulnerability to HIV and empowering them to have greater control over their sexual and reproductive lives, both the scale of these efforts and their success have fallen far short of what is needed. That is why many advocates for women's health now argue that improving the status of women and helping them to protect themselves also requires greater co-operation from men. In other words, HIV prevention activities involving men hold the potential to benefit women as well. This does not mean reducing the number or focus of programs aimed at women. However, programs for women will be much more effective when they are accompanied by parallel efforts directed at men. It is the potential synergy between these two complementary sets of activities that needs greater emphasis. Men and AIDS - A Gendered Approach. 2000 World AIDS Campaign. The Joint United Nations Programme on HIV/AIDS (UNAIDS). USAID Bureau for Global Programs, Field Support & Research, Center for Population, Health and Nutrition. 2000-03.*

active participation in caring for their families and AIDS orphans, respecting women's sexual choices, (among the other issues as described above).

Gender-Specific Wording and Clarification

- Pg. 81, last sentence: Include the word “men” in the discussion of those whose attitudes need to be influenced with respect to the use of contraception and HIV/AIDS prevention.

Gender Considerations within the Results Framework

(Strategic Objective (SO), Intermediate Results (IRs), and Performance Indicators)

- Pg. 99, IR3.3.2 is "Improved Knowledge of and demand for FP/RH/CS services. Why are the indicators IR3.3.2.2 "Number of new FP acceptors (in priority community areas)," and IR3.3.2.3 "Numbers of FP continued users (in priority community areas)" not disaggregated by sex?

- Pg. 100: IR3.3.3 - Indicator 5 "Number of children under 5 (in a target area) admitted and who die due to malaria related illness." Should this be disaggregated by sex? Have you found there to be any differences in rates of infection and death between boys and girls?

Other Gender Considerations

- Will female circumcision be addressed under this SO? Female circumcision (sometimes referred to as female genital mutilation (FGM) can contribute to HIV infection in a variety of ways, and complicates labor, increases infections, and contributes to a variety of serious health problems. Will USAID/Kenya be working with the USAID/Washington FGM working group? There is an African-wide organization called the IAC (Inter-African Committee on Harmful Traditional Practices), based in Ethiopia with branches in most African countries affected by FGM. It supports locally-initiated efforts at all levels (grass roots, institutional, national policy level) to promote the discouragement/replacement of FGM in Africa. Note that there is a National Plan of Action developed by the Ministry of Health for the Eradication of FGM in Kenya.

- The following was reported by the Panafrican News Agency in July 2000:

*"At least 700 Kenyan girls aged between **nine and 15** years procure abortions each day. According to the Director of Pregnancy Crisis Ministry, an NGO, these abortions are carried out by both professionals and back-street commercial abortionists. Abortion is illegal in Kenya. She told PANA in Nairobi Wednesday that a total of 252,800 safe and unsafe abortions are reportedly performed in the country annually. She added that a greater number are never reported. More than half of the number quoted covers spontaneous and induced abortions. A gynecologist at Kenyatta National Hospital, Dr. Njoroge Waihenya, said 60 percent of female admissions at the country's largest referral hospital were related to acute gynecology complications. He added that 30 percent of the cases resulted from induced labor while the rest were related to pregnancy complications, among others. Waihenya said that the reported figure of 700 abortions was not surprising considering that abortion in Kenya remains illegal. *This explains the rising number of maternal mortality rates in Kenya.* He said that two-thirds of the acute gynecology wards patients suffer from tubal blockage, a major cause of infertility."*³¹

Given these statistics, does USAID/Kenya under its SO3, have the resources to mitigate these consequences? USAID/Kenya would benefit by supporting CSOs who are advocating for

³¹Panafrican News Agency, "At Least 700 Kenyan Girls Abort Each Day." July 26, 2000.

women's sexual rights and corresponding legal protections, discouraging early marriage, and efforts to eventually legalize abortion in Kenya, etc. This is certainly politically sensitive, however, given its life/death consequences, might USAID support local advocacy groups in their efforts -- perhaps under its D&G SO component which supports civic society organizations?

Recommendations for Strategic Objective 4: Natural Resources Management

“Improved natural resources management in targeted biodiverse areas by and for stakeholders”

Gender Dimension of the Strategic Objective/Gender-Specific Wording and Clarification

This SO as stated in the ISP does not show evidence of inclusion of the gender variable in its conception or outline of potential interventions. I suggest *adding a section upfront that outlines women's contributions to NRM*, and indicates that USAID/Kenya will ensure that the gender dimensions of NRM will be addressed through interventions at the activity level. Below are a few paragraphs that can be inserted into the ISP under a separate (new) heading called "Gender and Natural Resources Management." This information will need to be paraphrased further, as they are primarily quote from the FAO on-line publication called "Gender and Natural Resources." For further information, refer to this document (a hard copy will be provided to you).

"Land and Water: Women play an important role in land and water management in Kenya. They are most often the collectors, users, and managers of water in the household, as well as farmers of irrigated and rain-fed crops. Because of these roles, women have considerable knowledge of water resources, including quality and reliability, restrictions, and acceptable storage methods. Women farmers, using traditional methods, have been effective in conserving soil fertility. Given access to appropriate resources, they practice fallowing, crop rotation, intercropping, mulching and a variety of other soil conservation and enrichment techniques. Over the years, rural women have developed practices for the efficient and sustainable uses of resources available to them. For these reasons, it is important to build upon and enhance their skills in land and water management strategies, and involve them in protecting and sustaining land and water resources."

"Women need to be involved in policy-making and planning to ensure the most productive and efficient use of land and water resources to meet present and future food and agriculture demands. Women farmers need to be part of the planning and implementation of land and water management programs, with full access to inputs and organizational arrangements. Equally important is the increased participation of women in training and extension activities that deal with soil resources and land-use planning, and in water conservation and development."

"Plants: Rural women in Kenya also hold the key to many of the planet's agricultural systems for food production, seed selection and protection of agro-biodiversity. Home gardens are often used as experimental plots where women adapt or diversify wild and indigenous species. Women often have considerable knowledge about the characteristics, distribution and site requirements of indigenous trees, shrubs and herbs. Women's knowledge of plants for food, fuel, health and crafts plays a decisive role in the conservation of different species and varieties according to their usefulness to the community. For these reasons, technology development must be carried out in collaboration with female farmers in order to benefit from their knowledge, and respond to their needs concerning the sustainable use and conservation of plants for crop medicines, crafts and other purposes."

"Animal resources: Women play key roles in raising animals and in harvesting and processing livestock products for both home consumption and for sale in Kenya. Although men are often the owners (and sellers) of large livestock, it is the women who perform the most of the household labor devoted to animals. As males seek off-farm employment, rural women are assuming greater and more varied roles in managing the family farm, including animal husbandry

operations. Women's roles are increasing in virtually every link of the producer-to-consumer chain within the livestock sector in Kenya. It is therefore important to enhance their access to appropriate technologies and information regarding livestock husbandry and processing of animal products -- requiring technologies that are laborsaving and efficient, environmentally friendly, and profitable."

"Forests and trees: Rural women are major caretakers and users of forests. They are the main gatherers of fodder and fuelled, and they seek out fruits and nuts to provide food for their families. Women's gathering activities are very important to household income and nutrition. Women typically have unequal access to forestry information, training education and research. As a result, national capacity for the development, conservation, management and protection of forests and forest ecosystems is constrained."

"Fisheries: In most fishing communities, women predominate in the handling, preservation and processing of fish products. In some communities, women also have responsibility for marketing fish products. Post-harvest losses are often high due to inefficient technologies, ineffective methods, and inadequate storage facilities. Improvements in equipment and methods can make a significant difference, and increase women's income generation capacity."

- Pg 101, first para, last sentence: It is critical that the country conserve its biologically diverse natural resources if it is to exploit the increasingly competitive global eco-tourism market. Add: ... and promote the sustainable management and use of its limited natural resource base. The same comments hold for the next paragraph.

- In para 4, the ISP provides a bulleted list of critical realities that need to be "reckoned with" for conservation to be achieved. Another bullet should be added which sites that *women's role in NRM is key, and that their participation will be crucial to the successes achieved under this SO.*

Pg. 101, under "An integrated approach," this new approach gives USAID/Kenya an opportunity to include gender considerations as an important component up front as the approach is being designed and implemented. To do this, research will need to be conducted on the gender dimensions of natural resources management in Kenya, i.e., who does what work; who has access to what resources; issues pertaining to time available and other roles and responsibilities; how best can USAID collaborate and consult with both women and men; what the differences in impact may be between men and women from USAID-supported activities; among other considerations.

Gender Considerations within the Results Framework (Strategic Objective (SO), Intermediate Results (IRs), and Performance Indicators)

- Page 103 under Results to be Achieved, the discussion of stakeholders should specifically include women. The SO4, itself, should state, "Improved natural resources management in targeted biodiverse areas by and for (male and female) stakeholders." Add sentence to state: "Gender differences with respect to NRM will be identified and addressed."

- There are no sex disaggregated SOs, IRs or corresponding indicators -- *need to go through the entire Results Framework and PMP and include objectives/indicators which reflect that women are key stakeholders at all levels -- as individuals, as representatives and member of groups, in policy decision-making, etc.*

Other Gender Considerations

-Pg. 103 under last two paragraphs: The ISP states that “Close consultation and collaboration with other institutions and donors will contribute to program success and enable the Mission to concentrate its resources in areas where it has comparative advantages. As part of the strategy development process, a survey of other donor activities was conducted.” Two suggestions: 1) It should be stated that the consultation and collaboration process with other institutions and donors will include working with entities that are knowledgeable about gender and NRM issues; and 2) When the survey of other donor activities was carried out, was information found pertaining to the gender differences with regard to participation in NRM activities? If not, another survey should be conducted.

Recommendations on Next Steps to Effectively Support Women in Kenya

1. Strengthen Mission-wide understanding of the gender dimensions of development assistance

To provide a supportive environment from which each SO team can move forward, it is essential that every USAID Mission Director and his/her staff develops a solid understanding of the importance of gender dimensions of development assistance. This can be obtained through formal gender training offered by G/WID or in-country sources, or perhaps even better, by a simple review of the vast sector-specific literature available on the topic. This knowledge and commitment should include:

- Recognition that by understanding and addressing gender-specific constraints and opportunities, the likelihood that development assistance will be effective and sustainable is significantly increased; and,
- A commitment to the overall goal of improving women's and girls' status and quality of life.

While these two points are different in emphasis, they are not at all exclusive. Raising the status of women not only improves women's lives, but also contributes significantly to a society's overall social, political and economic development -- which is the ultimate outcome of any sustainable development assistance effort.

There are many circumstances where *development assistance which is not gender-aware cannot achieve its objective(s)*. For instance, attempts to increase tomato production within a Kenyan community might include the provision of agricultural extension services to farmers. If the services provided are not cognizant of the different perceptions of men and women toward tomato production, the different tools they utilize, the differences in money available for the purchase of inputs between men and women, the different time-constraints affecting their attendance at training meetings, the different types/quality of land available to men vs women, control over income gained by the activity, or proportion of time spent on the task -- all of these factors, if not recognized and addressed, can become obstacles to development assistance achieving its intended outcomes. (These are just a few of the many factors and circumstances which influence male and female farmers' decisions with regard to the adoption of new technologies.)

On the other hand, there are circumstances where *gender issues can be ignored, and development assistance efforts can achieve their objectives*. For instance, it is possible to achieve an increase in rural household incomes without looking at the gender dimensions of development assistance. Assistance could be provided which solely reaches and benefits men, men's income could increase, and the objective of "increased rural household income" has been achieved. However, recognizing that women in Kenya contribute to between 75-80 percent of all labor in food production, 50 percent in cash crop production, and own 47 percent of all medium and small businesses - - *the positive impact of creating interventions which ensure that women and girls are also actively involved and benefit (besides the equity argument) is that the development assistance impact will be broader and the benefits multiplied*. Support to women is fundamental in its own right, but even beyond that, countless studies have documented that improving the well-being of a woman often results in significant improvements in the lives of her children (as well as that of the next generation).

2. Development of practical, action-oriented action plans by each strategic objective team

It is suggested that each SO team draft a short action plan to support women in Kenya. These

might be no longer than 2-3 pages in length, with their *primary focus being to make the leap from theory and analysis, to lists of practical gender-specific interventions*. These suggestions are based on the feedback provided during discussions with the SO teams. A sample action plan might include the following:

- List of the key gender issues of relevance to their sector/activities (differences in obstacles and opportunities between men/boys and women/girls at the individual, community, institutional, and policy levels).
- List of previous gender analysis studies conducted that are still applicable to the current social, economic and political context.
- Bullet-point list of gender-specific *activity-level interventions* that can be carried out (which can be collected from the above literature or obtained later through new studies).
- Identification of gaps in information and possible research/studies/surveys/data collection still needing to be carried out.
- Identification of a staff member within the SO team that is interested in being responsible for raising gender issues and consulting with knowledgeable sources on an ongoing basis.
- List of people/organizations the SO team can consult with on gender issues pertaining to their sector-focus in Kenya on a regular basis.
- Identification of *both staff members, and grantees*, that would benefit from sector-specific gender training.
- List of areas which the SO team can collaborate with other SO teams to enhance results.

It is strongly recommended that these plans are *designed and created by the members of the SO teams, themselves, rather than bringing in an outside consultant*. Upon interviews with SO team members, past "Gender Action Plans" have not proven effective -- perhaps because they were not fully "owned" by the SO team members. If the team needs guidance, certainly having a G/WID or other consultant with gender experience review/comment on the plan would be useful. The primary idea, however, is for the team to use this process as both a means to *strengthen their knowledge of gender issues in Kenya*, as well as the drafting of *simple plans of action that can be realistically applied*, and which make sense to the team in the context of their work.

Annex 1: Background on Gender Issues in Kenya

In an effort to provide USAID/Kenya with a broad overview of the situation of women in Kenya, an extensive series of research reports were reviewed. A combination of quantitative and qualitative information has been provided, grouped under each Strategic Objective (SO) category, in order to facilitate their practical utilization in the Integrated Strategic Plan (ISP) revision process. These include the following: Democracy and Governance, Economic Growth, Population and Health, and Natural Resources Management. An additional category, titled “Other” has been included, given that there are numerous gender issues pertaining other sectors, such as education, which obviously merit attention due to their cross-cutting impact on achievement of the strategic objectives identified by the Mission.³²

Democracy and Governance

Political Representation: Women's representation at lower levels of government is negligible, be it elected or appointed positions. Just 2.7 percent of elected representatives on county, urban, and municipal councils are women, and they make up only 17.6 percent of the judicial service establishment, concentrated in the lower levels. The lack of female representation at local level and in the judiciary is a serious problem for women, because decisions which govern their daily lives are made at these levels, primarily by male magistrates who interpret law and custom from their own perspective. In the same vein, few women have been appointed to head public corporations, serve as permanent secretaries, or sit as District Commissioners. The first woman Cabinet Minister was appointed in 1996.³³

Civil Society Participation: Women's participation in civil society is critical to issues of equity and equal access to the rights and responsibilities of Kenyan citizenship, but both custom and statute have prevented their full participation. Although women have organized thousands of women's groups, prior to the launching of the multi-party system their political effectiveness was minor. Organizations which emphasized legal rights or political issues were often denied registration and financial support. More recently, and especially since the Beijing conference, more groups focusing on legal rights have been formed and registered. The assistance and advocacy provided by the National Council of NGOs have benefited these groups.”³⁴

Political Leadership: The Kenyan Constitution grants men and women specific rights in the context of political participation, including suffrage for all citizens aged 18 years and above. Yet although Kenyan women are fully enfranchised and form the majority of the voting population, they have not been able to translate this into representation in local, regional, and national decision-making bodies. The 1992 multi-party elections made history because six women were elected to Parliament. This is the largest number of women ever to win Parliamentary seats, but even so they constitute only three percent of the elected members, and a dozen other women candidates were defeated.³⁵

³²While the literature available on gender issues in Kenya is substantial, the time constraints of this assignment did not allow for further development of this section. Therefore, rather than omitting this section all together, direct quotes from the work of previous consultants were quickly collected and grouped into categories for future reference.

³³A. Fleuret, H. Baldwin, “Gender Analysis: USAID/Kenya SO 1.0: Increased Effective Demand for Sustainable Political, Constitutional and Legal Reform.” February 1997.

³⁴(IBID).

³⁵A. Fleuret, H. Baldwin, “Gender Analysis: USAID/Kenya SO 1.0: Increased Effective Demand for Sustainable Political, Constitutional and Legal Reform.” February 1997.

Statutory vs Customary Law: The same Constitution which enfranchises women also legitimizes certain practices which are discriminatory against women under customary law. Section 84(2) explicitly states that provisions against discrimination do not extend to matters of personal law, whether governed by statute or custom. Customary law does take precedence over statutory law in determining women's legal rights. As practiced differentially by the 40 Kenyan indigenous ethnic groups, customary law allocates the principal decision-making and resource-owning rights to men. Although customary beliefs and practices are on the decline and are being changed through the advocacy of women's groups, many women are powerless to combat the exercise of patriarchal controls. Beliefs surrounding domestic violence and bearing male children put women at great physical risk. Customs limiting women's ability to own property can hinder making improvements on land, increasing agricultural production, and enhancing food security. Increasing divorce and abandonment statistics raise other issues about women's security and access to the means to provide for their families.³⁶

Domestic Violence: Domestic violence persists in Kenya, and those interviewed during a recent ACIDI/VOCA Farmer to Farmer consultancy emphasized the importance of a comprehensive legal framework that prohibits the practice.

Economic Growth Sector

Agricultural Production: Women are key agricultural producers in Kenya, as well as throughout the East Africa region, contributing up to 75-80 percent of all labor in food production and 50 percent in cash crop production – while receiving only seven percent of agricultural extension information.³⁷ In addition to labor contributions, women are increasingly becoming farm managers and heads of farm households, with estimates that over 40 percent of all small holder farms are managed by women in Kenya.³⁸

Agricultural Research and Extension: In October 1998, KARI sponsored an internationally attended conference, “Institutionalizing Gender in Agricultural Research: Experiences from Kenya.” The proceedings were published in book form, including ten Kenya-based gender and agriculture case studies addressing issues pertaining to animal husbandry, horticulture, appropriate technology, agricultural research and extension, among other topics. A cross-cutting theme was that in order to increase farmers’ adoption of improved agricultural technologies in Kenya, researchers and extension agents need to tailor their training services to more accurately meet the individual clients’ specific needs. Evidenced by the case studies, men’s and women’s responsibilities pertaining to crop production and animal husbandry vary greatly between different regions and communities in Kenya, as well as within individual households. As such, there are many factors and circumstances which influence a farmer’s decision with regard to the adoption of new technologies, such as the proportion of time spent on the task, the different types of tools used by men and women, control over income gained by the activity, and the individual’s other time commitments (i.e., childcare, water collection). Several of the studies sited that women farmers in Kenya realize a 20 percent loss in agricultural output compared to men farmers -- a statistic, however, that can be vastly improved with a concerted effort on the part of

³⁶ (IBID).

³⁷(J. Curry, M. Kooijman, H. Recke.) *Institutionalizing Gender in Agricultural Research: Experiences from Kenya.* Kenya Agricultural Research Institute, 1999. Publication Section KARI Headquarters. P.O. Box 57811, Nairobi, Kenya. ISBN: 9966-879-23-4.

³⁸(L.N. Kimenye) *Assessment of Technology Dissemination and Utilisation by Women and Men Farmers: A Case Study of Embu and Mbeere Districts.* KARI Proceedings, 1999.

researchers, extension agents, and development practitioners to better understand the role of gender in agricultural development and food security.³⁹

Crop Production: Issues surrounding the increasing decline in soil fertility and drought have affected all crop farmers severely. In interviews conducted as part of a recent ACDI/VOCA Farmer to Farmer assignment in Kenya, technical support pertaining to the diversification of farmers' agricultural base was frequently as important for improved food security. An area suggested as having especially good income generating potential for women is the production and marketing of high priced horticulture export crops, such as such as tomatoes and green beans. Interviewees shed light on the different gender roles and responsibilities in the allocation of labor, income, financial responsibilities, and access to and control of resources linked to tomato production (as well as other crops).⁴⁰ The consultant's findings correlate with a recent study on the production of tomatoes in the Trans-Nozoia District of Kenya, which found that male and female farmers' perceptions of tomato growing constraints differed due to the different proportions of time, as well as their different contributions to, the various aspects of tomato production, i.e., selection and purchasing of inputs, seed bed preparation and planting, cutting stakes and staking, pruning, fertilizer application, scouting for pests, diseases and spraying, and selling.⁴¹

Livestock Production/Animal Husbandry: Research conducted in 1999 by KARI researchers sited that careful gender analyses pertaining to this sector is essential as responsibilities with regard to animal husbandry (such as animal health care, control and sale of milk, and local knowledge of livestock diseases) vary widely between women and men depending on the specific task, as well as the specific region of Kenya.⁴² This study, "Gender, Farm Characterisation and Livestock Disease Control," was conducted in the Uaisin Gishu District of Kenya in 1999. The importance of gender analysis was also evidenced by those interviewed in the Homa Bay region of Kenya as part of a recent ACDI/VOCA Farmer to Farmer consultancy.⁴³

Irrigation and Water Harvesting: There are multiple issues and needs surrounding irrigation technology in Kenya, some of which were identified by a recent ACDI/VOCA Farmer to Farmer study, as the need for improved storage and catchment roof-runoff schemes; increased instruction in the use of simple water pumps; improved methods of purifying water; low-cost irrigation methods for crop diversity; integration of crop production and livestock management; and training in appropriate water harvesting methods for women and men.⁴⁴

Post Harvest Food Processing, Storage and Marketing: Several interviewees participating in a recent ACDI/VOCA Farmer to Farmer consultancy in the Homa Bay region sited the lack of NGOs working in the area of food processing, and appropriate small-scale technology instruction for processing by low income persons – especially women. Food storage improvements were said to be particularly needed, as much food is lost in transportation as a result of insects and spoilage. Training in all areas of agricultural marketing (especially assistance in knowing what,

³⁹ (LN. Kimenye) *Assessment of Technology Dissemination and Utilisation by Women and Men Farmers: A Case Study of Embu and Mbeere Districts.* KARI Proceedings, 1999.

⁴⁰ ACDI/VOCA Farmer to Farmer Report, H. Henderson, K. Thompson, S. Morel-Seytoux, September 1999. (M. A. Mulaa, C. Chesol, J. Wanyama, and M. Powon) "Gender Analysis in Participatory Evaluation of Tomato Varieties and Pest Control Options by Farmer Research Groups in Trans-Nzoia District, Kenya." KARI, 1999.

⁴¹ (M. A. Mulaa, C. Chesol, J. Wanyama, and M. Powon) "Gender Analysis in Participatory Evaluation of Tomato Varieties and Pest Control Options by Farmer Research Groups in Trans-Nzoia District, Kenya." KARI, 1999.

⁴² *Gender, Farm Characterisation and Livestock Disease Control: A Case Study from Uaisin Gishu District, Kenya.* (J. Curry, R Huss-Ashmore, B. Perry, A. Mukhebi, H. Feldstein) KARI, 1999.

⁴³ ACDI/VOCA Farmer to Farmer Report. H. Henderson, K. Thompson, S. Morel-Seytoux. September 1999.

⁴⁴ ACDI/VOCA Farmer to Farmer Report. H. Henderson, K. Thompson, S. Morel-Seytoux. September 1999

who, where, and when to market products) for both women and men were articulated as especially needed.

Credit: A substantial amount of activity is already being carried out to address the needs of women in obtaining credit and business services for many areas of agricultural development. A recent study cited issues still needing further attention as: improved methods of information exchange, computerization of data and business records, and further efforts to improve the legal environment for women to access appropriate collateral required to obtain loans.⁴⁵

Water and Sanitation: Poor water and sanitation facilities continue to severely affect many women and men in terms of their health, and that of their children, resulting in lost farming time and productivity. Studies have shown that in some rural areas of Kenya, water collection can consume up to 40% of a woman's day, averaging from three to 5.25 hours daily.⁴⁶

Population and Health

Population: Kenya's 1996 estimated population of 28.3 million is over 50 percent female, and approximately half of the population is under age 15. The annual rate of population growth reached a peak of four percent per annum in 1979, but since then rates have declined to the current estimated level of 2.7 percent. Even at this lower rate the population will double in 27 years, with numerous negative consequences, including increased pressure on diminishing land resources, and increased stress on an already overburdened health care system. The decline in the population growth rate should not obscure the fact that Kenyan women experience an average of six to seven births during their reproductive lives, and experience high maternal mortality from high-risk deliveries.⁴⁷

Contraception: On the positive side, it should be noted that between 1977 and 1996, Kenya's total fertility rate dropped from 8.1 births to 4.8 births per woman – contributing to a population growth rate decline from over 4% per annum in 1980-85 to 2.6%. Further, between 1984 and 1996, the contraceptive prevalence rate increased from 8% to 28% among all women of reproductive age (15-49).⁴⁸

Maternal Mortality: Maternal mortality rates are estimated at between 200 and 600 per 100,000 live births per year. The spread in the estimate is quite large because so many deliveries which end in maternal death take place unattended and without being officially recorded. The maternal mortality rate has not improved over the past 20 years. Reasons for this high rate include high-risk deliveries (to women under age 18 or over 35, at less than a two-year interval or to women with four or more previous deliveries); delays in seeking medical attention; poor management of patients and overcrowding in many of the facilities; early discharge after delivery; and deliveries which are not attended or which are assisted by unqualified personnel.⁴⁹

Health Care Services: Health care in Kenya is provided by public sector institutions, NGOs, and the private sector, with about 60 percent of facilities run by the Ministry of Health. The share of public sector resources devoted to health has been declining over the past 25 years, and cost-

⁴⁵ACDI/VOCA Farmer to Farmer Report. H. Henderson, K. Thompson, S. Morel-Seytoux. September 1999.

⁴⁶Kenya: Country Gender Profile, World Bank, Gender Unit (Date not provided, but estimate 1993.)

⁴⁷A. Fleuret, H. Baldwin, Office of WID, Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform. February 1997.

⁴⁸USAID/Kenya Congressional Presentation, FY 1999.

⁴⁹A. Fleuret, H. Baldwin, Office of WID, Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform. February 1997.

recovery measures have now been instituted, with potentially negative effects on women's access. Services to women and children, who make up 70 percent of consumers, focus on primary health care and are delivered in a maternal and child health framework. Official policy favors a preventive approach, but most resources are still consumed in the provision of curative services. The leading causes of morbidity in young children are malaria, acute respiratory infection, diarrhea, and malnutrition, and preventable infectious illnesses such as measles and tetanus, despite the availability of immunization. All of these contribute to an estimated infant mortality rate (IMR) of 74 per 1,000 live births and a mortality rate of 105 for children aged five years and under.”⁵⁰

Family Planning Services: Kenya has made great strides in the provision of family planning services as part of the integrated maternal and child health program. This has been an urgent priority because the rate of population growth outstripped growth in agricultural production, threatening the country's ability to feed itself. Over the past ten years, the modern method contraceptive prevalence rate among all women of reproductive age increased from nine percent to an estimated 25 percent, and total fertility has declined from 8.1 to 5.35. One thousand public sector and 1200 private sector sites now offer family planning services, and 80 percent of district-level storage facilities maintain adequate supplies of contraceptives. Nonetheless, there is unmet demand for services; 1.5 million women wish to delay or prevent pregnancy, but lack access to services. The consequences include continued high rates of unintended and high-risk pregnancies, illegal abortions, and maternal and infant mortality.”⁵¹

HIV/AIDS: Women farmers interviewed in the Homa Bay region of Kenya as part of two different ACDI/VOCA Farmer to Farmer consultancies (September 1999 and August 2000), stated that the increasing number of HIV/AIDS cases, and resulting number of widows and orphans, has increased their workload and their financial responsibilities significantly.⁵² Adolescent girls in Kenya are at particular health risk due to early pregnancy. Young women are also highly vulnerable to HIV/AIDS and other sexually-transmitted infections, which have reached epidemic proportions. Almost half of confirmed cases of AIDS among women are found in the 20-29 year age group, and among adolescents infected with HIV girls outnumber boys four to one. Sexual behavior and attitudes emphasize male freedom and female restraint, and are based on very limited knowledge and a lack of communication, which increases the risks posed to the young. Women have less knowledge and awareness of HIV/AIDS and STIs than men; asymptomatic infections are common among women and can lead to lasting damage. Women are also not empowered to initiate preventive behavior, such as the use of condoms, and are less able to negotiate such behavior with their partners, particularly when they have economic difficulties. Women are also placed at risk by marriage patterns which incorporate multiple partners. They are less able to acquire and act on information and knowledge due to their educational and economic disadvantages, and bear a disproportionate burden of care for the terminally ill and for orphans.⁵³

⁵⁰ A. Fleuret, H. Baldwin, *Office of WID, Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform. February 1997.*

⁵¹ A. Fleuret, H. Baldwin, *Office of WID, Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform. February 1997.*

⁵² *There were 2.2 million deaths as a result of AIDS in sub-Saharan Africa in 1998, and by the end of the year 2000, 10.4 million children under the age of 15 will have lost their mothers or both parents to AIDS. The number of orphans is projected to double or triple by 2010. In Kenya, there are 350,000 AIDS orphans, of which approximately 35,000 live in the Homa Bay region. At present, it is estimated that 50-70 percent of adults in the Homa Bay region are HIV positive. (Newsweek, January 9, 2000)*

⁵³ A. Fleuret, H. Baldwin, *Office of WID, Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform. February 1997.*

Education

Kenya has committed substantial public resources to the education sector. Despite both government and private sector efforts, however, adult illiteracy is estimated at over 40 percent. There are more illiterate women than men, and the gap between male and female literacy remains high, especially in the rural areas. The coastal, lake zone, and pastoral areas have particularly high rates of female illiteracy. Illiteracy compounds women's problems, contributing to their marginalization in the family, the workplace, and in public life. Although a national adult education program is in place, and some NGO partners identify it as a venue for promoting civic awareness, it does not reach many areas, and women do not always have the time available to take advantage of it.

Universal primary education was introduced in Kenya by the 1979-1983 national development plan, and fee payments were in theory eliminated. All children are expected to attend primary school and local authorities are empowered to penalize parents who do not send their children to school. However, attendance at primary school still involves costs for parents, and little is allocated in the way of development resources. Communities are expected to build and equip their own schools, and funds are raised from parents for these purposes. Children are expected to attend school in uniform and to provide their own materials and supplies. Despite these direct costs, the majority of Kenyan children do attend primary school -- 5.4 million were enrolled in 1990 -- and girls make up about 49 percent of total enrollment.⁵⁴

Drop-out rates are approximately equal for boys and girls until the last two years of the eight-year primary course, when the rate for girls accelerates. Pregnancy, marriage, and the high value attached to girls' work in the home increasingly affect school attendance and completion as girls enter their teens. The gap continues to widen in secondary school. Secondary school attendance is accompanied by considerable expense for parents. In recent years it has also been affected by structural changes in the educational system, to the advantage of girls. In 1989, the last year of the six-year secondary program, girls comprised 40 percent of total enrollment. In 1991, when the system has shifted completely to a four-year secondary course, girls' enrollment had increased to almost 44 percent, and in 1995 it was 46 percent. Even in the final year girls make up 43 percent of the total.

Against these encouraging trends, however, is the fact that only half of the students who complete primary school can find a secondary place, and less than one-third of the secondary age group is in school. Girls make up a disproportionate share of the students in poorly-resourced community schools while boys are over-represented in government-maintained and assisted secondary schools. Fewer girls' schools offer science and technical subjects, with the result that women constitute only about 18 percent of those enrolled in post-secondary science and technical courses. Women are also disadvantaged in total tertiary enrollment, making up only 29 percent of undergraduate and diploma candidates. Women who complete secondary school do not qualify for University or technical admissions in the same proportion as men. Substandard facilities, less well qualified teachers, and gender stereotyping in the classroom and in the curriculum, as well as the high costs now associated with university education in Kenya, account for the discrepancies.⁵⁵

⁵⁴ (IBID).

⁵⁵ A. Fleuret, H. Baldwin, Office of WID, *Gender Analysis: USAID/Kenya SO1.0: Increased Effective demand for Sustainable Political, Constitutional and Legal Reform*. February 1997.

Annex 2: List of References

The following is a list of research reports reviewed prior to conducting this assignment. They have been grouped according to the SO which they best fit under, in an effort to facilitate their future ease in identification and use by the SO teams during revision of the ISP, as well as for their future use.

USAID Documents

- USAID/Kenya Integrated Strategic Plan (ISP) 2001-2005, June 2000 (and Annexes).
- USAID/Kenya R4 Gender Analysis, June 2000, G/WID (author unknown, possibly Dr. Ann Fleuret).
- USAID/Kenya FY 2001 Results Review and Resource Request (R4), July 1999.
- Memorandum: Follow-up Meeting to Issues Meeting for Kenya Integrated Strategic Plan 2001-2005: Resolution of Issues Discussed with Mission Director and Staff, July 2000.
- USAID/Kenya Congressional Presentation, FY 1999.
- List of relevant USAID-sponsored publications from an on-line search of the USAID DEXS library system on the topics of natural resources management; population, health and nutrition; and country-specific information cutting across technical sectors.

Democracy and Governance

- Gender Analysis: USAID/Kenya SO 1.0: Increased Effective Demand for Sustainable Political, Constitutional and Legal Reform, Dr. Anne Fleuret, Dr. Hannah Baldwin, Office of WID, USAID/Washington. February, 1997.
- Improving Results and Equity in Democracy and Governance Programs Through Enhanced Attention to Gender Issues. Marcia Greenberg, Women, Law and Development International. February 1998. (DRAFT)
- Gender and Law: Eastern Africa Speaks. The World Bank Group, No. 126. January 1999.
- Kenya Government Commitments pertaining to the Beijing Platform for Action of the Fourth World Conference on Women (1995 Beijing China), and African Platform for Action adopted by the Fifth Regional Conference on Women (Dakar, Senegal, 1994).
- Review by Marcia Greenberg, WIDTECH Project, Excerpts from the Draft policy Plan of Action: Where Women Were Addressed (within the National Summit on Africa Policy Plan of Action). February 2000.
- Women and the Transformation of the 21st Century. James D. Wolfensohn, President, The World Bank. Address to the Fourth UN Conference on Women, Beijing, September 15, 1996.
- Implementation of the Beijing Platform for Action 1995-2000: Voices of Gender Advocates, Researchers, Government Representatives and Civil Society Organizations. (Summary of the

WomenWatch online working groups on the 12 critical areas of concern of the Beijing Platform for Action.) United Nations Paper, January 2000.

Economic Growth

- USAID/Kenya Agribusiness Strategy: Gender Analysis and Recommendations for Action. (Gender analysis of the commercialization of smallholder agriculture and natural resource management in Kenya.) Anne Fleuret, Lydia Kimenye, and Anita Spring. January 1997.
- Agricultural Development and Extension in Kenya: A Socio-Cultural and Gender Specific Review of Programs, Issues and Organizational Infrastructure. Dr. H. Henderson, K. Thompson, and S. Morel-Seytoux. ACDI/VOCA and BARA, University of Arizona.
- (J. Curry, M. Kooijman, H. Recke.) Institutionalising Gender in Agricultural Research: Experiences from Kenya. Kenya Agricultural Research Institute, 1999. Publication Section KARI Headquarters. P.O. Box 57811, Nairobi, Kenya. ISBN: 9966-879-23-4.
- (LN. Kimenye) Assessment of Technology Dissemination and Utilisation by Women and Men Farmers: A Case Study of Embu and Mbeere Districts. KARI Proceedings, 1999.
- Gender and Agricultural Development: Surveying the Field. H. Henderson, 1995.
- Product Design, Development and Marketing Training for Small Entrepreneurs in Homa Bay. Dr. Martha Denney, ACDI/VOCA Farmer to Farmer Program, University of Arizona. August 2000.
- Introduction to the (Agriculture) Gender Constraints Charts, Dr. Helen Henderson, Bureau of Applied Research in Anthropology (BARA), University of Arizona, 2000.
- Checklist of Gender Issues for Project Preparation and Appraisal in the Agriculture Sector, World Bank, 2000.
- Checklist of Principles of Financially Viable Lending to Poor Entrepreneurs. World Bank, 2000.
- Improving Household Food Security: Institutions, Gender, and Integrated Approaches. C. Johnson-Welch, B. Alemu, T. Msaki, M Sengendo, H. Kigutha, A. Wolff. ICRW and USAID publication, under the Broadening Access and Strengthening Input Markets (BASIS) Project, March 2000.

Population and Health

- Gender Analysis: USAID/Kenya SO 3.0: Reduce Fertility and the Risk of HIV/AIDS transmission through sustainable, integrated health services. Ann Fleuret, Hanna Dagnachew, Tanya Stevenson. (1998?)
- Men and AIDS - A Gendered Approach: 2000 World AIDS Campaign. The Joint United Nations Program on HIV/AIDS; USAID Bureau for Global Programs, Field Support, and Research; and the Center for Population, Health and Nutrition. USAID. March 2000.

- A Framework for the Evaluation of National AIDS Programmes, T. Boerma, E. Pisani, B. Schwartlander, T. Merterns. Paper supported under contract to the Center for Population, Health and Nutrition, USAID/Washington, D.C., January 2000.
- Community Mobilization to Mitigate the Impacts of HIV/AIDS. Displaced Children and Orphans Fund. Jill Donahue, John Williamson, September 1999.
- National Plan of Action for the Elimination of Female Genital Mutilation in Kenya. Ministry of Health and World Health Organization. June, 1999.
- Postabortion Care in Kenya: Gaps Analysis and Recommendations. Wambui Kogi-Makau and Julie Solo, AVSC International, May 2000.
- The Economic Impact of AIDS in Kenya. The Policy Project. The Futures Group International, RTI, and CEDPA. Under the USAID Policy Project. L. Bollinger, J. Stover, D. Nalo., September 1999.
- Panafrikan News Agency web-site article, "At Least 7000 Kenyan Girls Abort Each Day," July 26, 2000.
- Newsweek, January 9, 2000 series of articles on HIV/AIDS worldwide.
- AIDS Briefs Series: Health Sector. Susan Foster.
- AIDS Briefs Series: Education Sector, Sheldon Shauffer.
- AIDS Briefs Series: Subsistence Agriculture, Tony Barnett.
- AIDS Briefs Series: Commercial Agriculture. Alan Whiteside.
- AIDS Briefs Series: Mining Sector. Alan Whiteside.
- AIDS Briefs Series: Manufacturing Sector, Alan Whiteside.
- AIDS Briefs Series: Military Populations. Rodger Yeager.
- AIDS Briefs Series: Tourism Sector. Tony Barnett.
- AIDS and Agriculture in Homa Bay Catholic Dioces (Homa Bay, Suba, Migori, Rachuonyo and Kuria Districts). ACIDI/VOCA Farmer to Farmer draft report prepared by Dr. Martha Denny. ACIDI/VOCA Farmer to Farmer Program, University of Arizona, August 2000.
- Checklist of Essential and Expanded Services for Women's Health: Essential Services for Women's Health. World Bank, 2000.

Natural Resources Management

- Gender and Natural Resources, U.N. Food and Agricultural Organization (FAO) Report, 2000. (Includes information on gender considerations pertaining to land and water; plants; animal resources; forests and trees; and fisheries.)

- Checklist of Strategy Options for Incorporation Gender in Water and Sanitation. World Bank, 2000.

Other Background Materials

- Gender Integration in the USAID/South Africa Strategic Plan: Management Considerations. Anne Fleuret, G/WID-WIDSR. March 1998.

- Gender Integration Strategy of USAID/South Africa, Anne Fleuret, G/WID/WIDSR, September 1998.

- Kenya Trip Report of Ann Fleuret, G/WID, October 1996.

- Kenya: Country Gender Profile, World Bank, Gender Unit. (Date not provided, but estimate 1993).

- Homa Bay Catholic Diocese, Diocesan Integrated Development Services (DIDS). A paper providing background information on the development needs in the region and the activities of the Homa Bay Catholic Diocese.) Dr. Martha Denney. ACIDI/VOCA Farmer to Farmer Program, University of Arizona. August 2000.

- Gender and Poverty Reduction in Kenya: Proposals for Poverty Reduction Strategy Paper (PRSP) and Medium Term expenditure Framework (MREF) Process. Prepared by (24) women's organizations, and coordinated by the Collaborative Centre for Gender and Development. March 2000.

- Listing of World Bank Publications on Gender by Sector and Country, August 11, 2000.

- Genderstats: A Database of Gender Statistics. Statistical printouts include those under the following categories: Summary Gender Profile; Basic Demographic Data; Population Dynamics; Labor Force Structure; Education; and Health. August 2000.

- Gender in the New World Bank. A series of documents describing the World Bank's approach to gender analysis and gender policy.

- Checklist of Current Interventions to Incorporate Gender into the Project Cycle, World Bank, 2000.

- Checklist for Gender Issues in Project Identification and Design, World Bank, 2000.

- Training Materials for Gender Training Facilitators. Training materials on gender analysis concepts and approaches. USAID WID Office, GENESYS Project, 1995.

- 1998 SPA Status Report on Poverty in Sub-Saharan Africa (SSA), World Bank, 1998. (Gender consideration paper)

Annex 3: List of Persons Contacted or Interviewed

USAID/Kenya Personnel

Office of Director

Jonathan Conly, Mission Director
Mike Sarhan, Assistant Mission Director and Chief OSPP

Office of Strategic Planning and Participation (OSPP)

Stephen Ndele, Monitoring and Evaluation Officer
Nimo Ali, Development Program Specialist, Budgeting/Program Planning Officer
Sheryl Stumbras, Chief, DG Office
Paul-Albert Emoungu, DG Officer
Nancy Gitau, DG Project Manager

Agriculture, Business and Environment Office (ABEO)

Margaret Brown, Chief, ABEO
Maria Mullei, Project Management Specialist
Zachariah Ratemo, Small Business Advisor
James Ndirangu, Team Leader, Natural Resources Management
Pharesh Ratego, Program Management Specialist (Monitoring and Evaluation Officer)

Office of Population and Health (OPH)

Mike Strong, Senior Reproductive Health Officer
Neen Alrutz, Technical Advisor, AIDS and Child Survival
Mildred Howard, Population and Health Specialist
Thomas Takona, Family Planning Service Delivery Specialist
Jerusha Karuthiru, Project Management Specialist
Elizabeth Kizzler, Michigan Fellow

USAID/REDSO Personnel

Wanjiku Muhato, Regional Advisor on Gender Issues

USAID/Washington Personnel

Curt Grimm, AFR/DP
Rich Newberg, BHR/FFP
Jeff Hill, AFR/SD

Other Specialists

Kathleen Thompson, ACDI/VOCA Program Director, BARA, University of Arizona.

Rose Mwonya, Professor and Researcher, Egerton University, Nkuru, Kenya, and Program Manager of the ACDI/VOCA Farmer to Farmer Program in Kenya through the Bureau of Applied Research in Anthropology (BARA), University of Arizona.

David Martin, Sustainable Technology Consultant, Consultant for FAO, ODA and EC. (Based in U.K.)

Annex 4: Scope of Work

GENDER CONSULTANT TO REVIEW GENDER ISSUES IN THE USAID/KENYA INTEGRATED STRATEGIC PLAN 2001-2005

BACKGROUND: USAID/KENYA requires a gender expert to review the proposed integrated strategic plan (ISP), FY 2001-2005, integrate gender issues, provide a discussion of gender specific results reporting into each strategic objective, and identify next steps for the Mission that will lead to the development of a gender action plan.

In June 2000, USAID/Kenya submitted an ISP for the planning period 2001 through 2005. The strategy includes four strategic objectives (democracy and governance; increased rural household incomes, population and HIV/AIDS and natural resources). The current Special Objective, addressing the needs of those affected the August 1997 bombing, was fully funded under the last strategy and will be completed during this strategy period. The ISP responds boldly to challenges and opportunities facing Kenya. It continues and builds upon USAID program successes in crucial areas like family planning, smallholder agriculture, microenterprise development, and HIV/AIDS. But it also expands USAID influence in significant new directions. The democracy and governance program, for example, continues to strengthen civil society (the demand side), but now also increases the independence and effectiveness of key institutions of governance (the supply side), beginning with the National assembly. It broadens USAID's agriculture program with a new emphasis on empowering farmers through membership-based organizations that truly represent their interests. It proposes a new strategic objective in natural resources management, focusing on helping communities on the periphery of Kenya's national parks to share responsibility for conserving the country's precious biodiversity. And it commits increasing resources to fight against HIV/AIDS -- a battle for national survival.

Africa Bureau held an Issues Meeting in June 29, 2000, followed by side meeting with the Mission's S02 (increased rural household incomes) Team Leader on the morning of July 5, 2000, and another meeting that afternoon between the Mission Director, two technical team leaders and representatives from the Africa Bureau (AFR), the Global Bureau (G), the Bureau for Policy and Program Coordination (PPC), and the Bureau for Humanitarian Response/Food for Peace Program (BHR/FFP).

During these meetings, participants discussed the following *gender* concerns, among others, and their resolution:

1. Despite the requirements in the guidance cable, the discussion of gender issues and the impact of the ISP on women has not been adequately addressed, other than in the S03, Health.
Resolution: The Mission, with assistance from G/WID if requested, will re-examine their strategy to integrate gender issues and gender specific results reporting into each S0.
2. The Strategy does not describe its customers and target populations sufficiently to understand how women will be affected, negatively or positively, by the S02 (increased rural household incomes) activities. Given the demographic changes in Kenya, and the effect of HIV/AIDS on this, the strategy also does not discuss how it has taken this fact into consideration. The S0 should explain the effect of its program on women and provide disaggregated data in the PMP. The Mission should also articulate how the choice of subsectors will be influenced by, or will affect gender issues, and the impact of HIV/AIDS.

II. DESCRIPTION OF TASKS:

- A. Review existing documents on gender analysis in Kenya and USAID/Kenya program and provide a brief situation analysis of gender for Mission consideration.
- B. Based upon the review conducted in (a) of this section, identify potential areas for integrating gender into the ISP and make recommendations on how to effectively incorporate gender into the ISP document.
- C. Prepare a response to each of the gender issues raised by the AID/w review team.
- D. Meet with each S0 team and discuss how to implement recommendations formulated in (b) of this section. Upon reaching agreement with each S0 team, prepare a draft report discussing approaches toward incorporating gender issues into the ISP.
- E. Identify next steps for the Mission that will lead to:
 - Developing a gender action plan for the Mission within a specified time frame.
 - Incorporating gender into the Performance Monitoring Plans.
- F. Identify opportunities within the existing framework, provide advice on capitalizing and capturing these in the monitoring plans and R4 reporting.

DELIVERABLES:

1. Prepare and present to the Mission:
 - a. A brief gender situation analysis;
 - b. a summary of recommendations on integrating gender into the approaches taken by each S0;
 - c. a paper identifying gender opportunities within the existing framework, with advice on incorporating gender into the ISP, the PMP and R4 reporting; and
 - d. a paper identifying next steps for the Mission.

LEVEL OF EFFORT AND TIME FRAME:

The review shall require no more than 20 days of work between August 21, 2000 and September 9, 2000. The final report and other products of the review shall be presented to the Mission on/about September 9, 2000.

QUALIFICATIONS:

The contractor should have the following qualifications:

1. a graduate degree in gender analysis or international development;
2. five years or above work experience with USAID. Must have experience on integrating gender into country strategic plans (CSP);
3. familiarity with the development of CSP, gender action plans, and PMP; and
4. work experience in Africa is required, although long-term field experience with Africa USAID Missions in strategy development and gender integration is preferred.

COST SHARE:

G/WID will cover the Consultant's fees. USAID/Kenya will cover travel and per diem costs.